# DOCUMENT RESUME

ED 421 227 PS 026 670

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|---|---|
| TITLE | Chapin Hall Center for Children. |
| INSTITUTION | Chicago Univ., IL. Chapin Hall Center for Children. |
| PUB DATE | 1997-00-00 |
| NOTE | 88p.; Both publications printed in 9 inch by 12 inch size. |
| AVAILABLE FROM | Chapin Hall Center for Children, 1313 East 60th Street, Chicago, IL 60637; phone: 773-753-5900; fax: 773-753-5940; World Wide Web: www.chapin.uchicago.edu |
| PUB TYPE | Reports - Descriptive (141) |
| EDRS PRICE | EDRS Price MF01 Plus Postage. PC Not Available from EDRS. |
| DESCRIPTORS | *At Risk Persons; Child Abuse; *Child Advocacy; Child Neglect; *Child Welfare; Childhood Needs; Children; Educational Policy; Educational Research; Family Programs; Higher Education; Policy Analysis; *Public Policy; Research and Development; *Research and Development Centers; Social Science Research |
| IDENTIFIERS | University of Chicago IL |

ABSTRACT

This document consists of two separate publications: (1) "The Power of Knowing", a brief 12-page description of the Chapin Hall Center for Children, and (2) "Projects and Publications", a 67-page list of the center's projects and publications as of Autumn 1997. "The Power of Knowing" describes the Chapin Hall Center for Children at the University of Chicago as a research and development center focusing on policies, practices, and programs affecting children and families and communities in which they live, Starting from the position that society has a responsibility to children and that attending to children's needs serves the interests of the larger society as well, the Center conducts research on social programs for children and how to improve these programs. While the Center focuses on the needs of children at-risk for poverty, abuse and neglect, mental and physical illness, and other problems, the needs of all children are considered. "Projects and Publications" provides an annotated listing of projects and publications of the Chapin Hall Center for Children. It begins with a brief overview of the issues and Chapin Hall research in each area. Then it describes research projects and publications in six ares: (1) children's services, including child welfare, the juvenile court, and children's health and well-being; (2) primary supports for child and youth development, concerning the resources in communities that enhance the development and well-being of all children, including parks, community centers, arts programs, and sports leagues; (3) community building, focusing on the development, documentation, and evaluation of community-building in intiatives design to make communities more supportive of children and families, as well as on specific issues in community building, such as governance; (4) schools' connections with children's services, primary supports, and communities, examining the range of institutions that foster children's learning and development, including schools, families, businesses, services, communities, and the relationships among them; (5) international projects involving children's policy issues, researchers, and research centers in other countries; and (6) special projects and consultations, covering a range of projects undertaken in collaboration or consultation with other organizations. At the end of each section is a list of projects completed more than 3 years ago. Project contact information is included in each descriptions. (KB)

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**Chapin Hall Center for Children**

# The Power of Knowing

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> "We cannot afford to write off a single child. We must make certain that every child grows up to be a productive, engaged adult. This is not just a matter of sentiment or even morality. Nothing less than the future of our democracy, our commitment to justice, and our social, political, and economic institutions are at stake."
>
> **Harold A. Richman**
> *Director, Chapin Hall Center for Children*

# What do we owe our children?

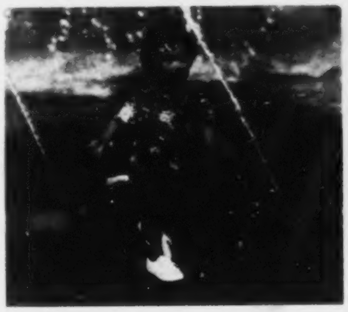
Today's children will one day be entrusted with the nation's social, political, and economic institutions, and with the vitality of their society. *Each* child who reaches adulthood in the new century must be ready to play a significant role in shaping the world in which today's children, and many of us, will live.

Children are preparing for that role amid accelerating change and, for many, disheartening odds. It is clear that we need to address the needs of children now if we are to nurture their potential to become productive, contributing adults. But what does that entail? And whose job should it be? Answers that once seemed so clear-cut are no longer adequate.

We must know more to do more. We must know more about the state of our children: the nature, extent, and consequences of the challenges they face, and how our society — including government, communities, private organizations, and families — is faring in addressing these challenges.

The power of knowing strengthens our capacity to help our children grow, thrive, and take their place in a formidable world. And it is the power of knowing that drives the work of the Chapin Hall Center for Children.

Billions of public and private dollars are spent each year on services to children and families, yet there is widespread dissatisfaction with the results. The ongoing debate about the needs of children, and the ways in which those needs can best be met, must be fueled with solid information, rigorous analyses, and genuine innovation — not just ideology and anecdote.



As an independent research and development center, Chapin Hall develops and tests new ideas, generates and analyzes information, and examines policies, programs, and practices that affect children. Chapin Hall's standards of scholarship, and the breadth of its intellectual resources, reflect its presence at one of the world's great research institutions, the University of Chicago.

But Chapin Hall transcends the conventional notion of a "think tank" with an approach that is concerned with practice as well as policy. Chapin Hall's research staff is characterized by its diversity, by the quality of its members' academic achievements, and by their extensive real-world experience — most have worked directly with children and youth or have taken leading roles in public and private organizations dedicated to children and families.

Chapin Hall published two volumes entitled *The State of the Child* in the 1980s. These were ground-breaking, comprehensive profiles of Illinois children — their economic condition, home environments, access to medical care, quality of education, and other critical factors. The work captured headlines and prompted then-governor James Thompson to call the first volume "one of the most important reports in the history of the state of Illinois." Publication of the second volume moved a group of civic and business leaders to form a permanent statewide advocacy group on behalf of children.

Chapin Hall continues to work both behind the scenes and on the frontlines of children's issues, and its impact has been profound. Chapin Hall not only sheds new light on services and supports available to children, but also offers ideas for alternative policies, improved programs, and, ultimately, more effective ways to care for our children.

Chapin Hall Center for Children is helping to shift the focus of children's services away from a problem orientation and toward supporting the development of all children. It is charting a new, more comprehensive course for community development. Chapin Hall has developed a multistate database that provides, for the first time, a true picture of our nation's foster care system. And the Center offers an informed and objective perspective on the often-emotional debate surrounding child and family welfare initiatives.

The power of knowing: Chapin Hall is committed to putting it to work for the well-being of *all* children and their families.

For the past 40 years, social services for children have focused primarily on responding to chronic and severe problems. The juvenile courts, special education, rehabilitative therapy for children with handicaps — these and other "specialized services" can be a lifeline for the relatively small number of children who need them.

But the system that delivers these services has become costly and fragmented. It requires that children be pigeonholed into narrow categories in order to be helped, and then responds piecemeal, to one problem at a time. Specialized services also are usually financed and controlled by federal and state governments, in capitals far from the communities they are supposed to serve.

The system has another problem as well: it offers little to the *majority* of children — those who don't require specialized services, but who might benefit enormously from increased attention.

### Unsung heroes

At one time, children could turn to a wide variety of neighborhood-based social, religious, extracurricular, and athletic programs. But because these programs have often been taken for granted or seen simply as recreational activities, many have been struggling for recognition and for funding to stay afloat. A number of programs have shifted their focus to serving children in crisis; others have closed or moved away, leaving communities without resources.

"If a family isn't dysfunctional, it's found fewer and fewer supports in the community," says Chapin Hall researcher Joan Costello. "We have a rapidly changing, highly technological society that's removed many of the supports that normal families once relied on. Now we're expecting parents to do the job of child-rearing in isolation — something we never asked of them before."

Since the early 1980s, Chapin Hall researchers, including Joan Costello, Joan Wynn, and Harold Richman, have focused on recreational, cultural, civic, and other supportive resources in prosperous and poor communities. They became convinced that playgroups and clubs, neighborhood libraries, after-school programs, sports teams, and other community-based activities and institutions are important *because* they can reach children before serious risk becomes a factor in their lives. Chapin Hall researchers also believed these resources are a strong underpinning for communities and families buffeted by social and demographic upheaval — from the dramatic rise in single-parent families to the greater geographic mobility of the workforce.

# New Light on Traditional Resources

**Barbara Blum:** *"Chapin Hall's work on primary services was revelatory — and very typical. They approached a problem in an intellectual and rigorous way, never oversimplifying, and offered realistic new visions and new approaches. You don't very often find that capacity to use information in such a productive way."*

*Barbara Blum is President of the Foundation for Child Development, New York City, former President of the Manpower Development and Research Corporation, and former Commissioner of Social Services for the State of New York.*

Seeing these organizations and programs as essential to the everyday lives of children and their families, the researchers coined the term *primary supports* to describe them, and launched a new field of inquiry to illuminate them.

To say that *primary supports* was a radical notion when first developed at Chapin Hall is an understatement. "It seemed so clearly right — that we should provide supports for children and families before they get into trouble," says Joan Wynn. "But the policymakers were riveted by problems like teen pregnancy. If we had walked into a serious public policy debate and said we wanted to talk about church groups and park programs, we would have been laughed out of the room."

### Rethinking the system

In 1990, the Chicago Community Trust asked Chapin Hall to assess and propose changes to the much-criticized children's service system in the metropolitan area. It was the opportunity the researchers had been waiting for. Their recommendation: Don't tinker at the edges. Look at new ways to reorient the system by making primary supports central to a larger, more purposefully organized infrastructure of services.

Specialized services would continue to serve their critical function, but primary supports would be regarded as the first line of defense in a newly conceived and broadened system of social services where, for example, the leader of the community youth orchestra and the social worker were part of the same enterprise. What's more, Chapin Hall researchers advocated that this new service network be developed, controlled, and implemented at the neighborhood level, by newly created community councils.

"Chapin Hall's ideas about the role of primary supports changed the nature of the dialogue," says Bruce Newman, Executive Director of the Chicago Community Trust. "They proposed a comprehensive, integrated system focused on nurturing the capacity of *all* kids. And, turning over responsibility for children's development to the community creates a more caring, responsive environment in which to grow up."

### Putting it all to work

The Trust used Chapin Hall's report as a blueprint for a $30 million Children, Youth and Families Initiative in eight low-income Chicago neighborhoods. Other initiatives based on Chapin Hall's ideas are now underway in several cities. Increasingly, primary supports are accepted as a legitimate part of policy discussions concerning children all over the country.

Joan Costello believes the emergence of primary supports is testimony to the way Chapin Hall engenders innovative social policy. "Chapin Hall is a place where you can mull over ideas and information, even if they aren't immediately topical or popular," she says. "It's a good place for ideas to simmer."

**Chapin Hall's recommendations are helping to fundamentally reorient the child and family services system in Chicago and other cities by focusing on a new, primary role for sports, YMCAs, libraries, religious youth groups, and other long-standing community resources.**

# Measuring the Growth of Hope

**Chapin Hall has developed innovative research designs to study how community development efforts affect a neighborhood's sense of self-determination and opportunity — and in turn influence the lives of children and families.**

Community-building efforts attempt to alleviate the violence, despair, and isolation that can undermine the healthy development of children. But how do you accurately assess whether families in a low-income community have gained a new sense of empowerment? Can hope be measured?

While many community development programs directed at families and children have concrete, quantifiable goals — increasing immunization rates, for example — there are often more sweeping and amorphous objectives at stake as well: fostering youth development, strengthening the structure of families.

These larger aims are pushing at the limits of traditional program documentation and evaluation, leaving important questions about an initiative's overall success or failure unanswered. In recent years, however, innovative evaluations designed by Chapin Hall researchers have produced new insights into the ways neighborhoods work at rekindling community spirit.

"One of Chapin Hall's best qualities is that it explores new and more sensitive approaches to evaluation," says Fred Wood, Director of Education for the Save the Children Fund, which has long worked to improve the lives of disadvantaged children in the U.S. and abroad.

### Evaluating a work in progress

In 1989, Chapin Hall was asked by the Ford Foundation to evaluate its Neighborhood and Family Initiative (NFI), a community development demonstration program with sites in Detroit, Memphis, Hartford, and Milwaukee.

NFI marks a significant departure from many previous attempts at community development. Rather than prescribe specific goals or focus on one area of development (such as housing), NFI tries to catalyze each neighborhood's unique capabilities toward reshaping its entire physical, social, and economic environment.

Chapin Hall's role in evaluating NFI from its inception is significant as well. Throughout much of the 30-year history of American community development, evaluations were more often than not an afterthought or a ritual of compliance to please funders. Without good documentation, development initiatives became easy targets for partisan politics.

"With NFI, it's not just what is done, but what we *learn* about what is done that's important," says Prudence Brown, a researcher at Chapin Hall who formerly worked at Ford as Deputy Director of the Urban Poverty Program and as the NFI program officer. When Chapin Hall's work is finished, NFI will probably be the most thoroughly documented community development project to date.

### Breaking with convention

A classic research design might focus on NFI's quantifiable outcomes — the rise or fall of crime or employment rates, whether school test scores have risen, changes in the number of visits to the local prenatal clinic. "But NFI called for a new approach," says Robert Chaskin, Chapin Hall's co-principal investigator for the evaluation. "NFI aims not to impose change from the outside but to generate it from within. Neighborhood residents and organizations, along with partners from the larger community, work together in the neighborhood collaboratives set up by the initiative. Looking at these collaboratives — the engines that drive the initiative — is how you begin to understand NFI's approach to neighborhood change."

So Chapin Hall's evaluation is focused on process — how the wide range of stakeholders brought together by NFI collaborate, how each site handles the autonomy and freedom that are essential components of the initiative, and what steps the neighborhoods are taking to sustain their efforts over the long term.

The result is a detailed portrait of the struggles and tensions born of communities trying to reinvent themselves in the face of poverty, discrimination, and other serious social problems.

### Getting the word out

Chapin Hall's reports on NFI are finding a broad audience. They have become important reading for policymakers, funders, researchers, and a wide range of community-based stakeholders, both in this country and abroad.

As a result of its work on NFI, Chapin Hall has become a leader in evaluating locally based community initiatives. "Chapin Hall doesn't come at a problem from just one angle or a single disciplinary point of view," says Robert Curvin, Vice President of Communications and former director of the Urban Poverty Program at the Ford Foundation. "Perhaps even more important, they have a willingness to unpack complex phenomena — and the occasional mushy idea — and make them clearer."

"What they're producing is terrifically important," says Fred Wood of Save the Children. "Not only to the community development sphere, but to the entire debate about what we should or shouldn't do to address the problems of families and poverty in America."

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**Avis Vidal:**

*"In all its work, Chapin Hall shows great interest and ingenuity in putting new methods of learning to work in answering the big picture issues. And Chapin Hall doesn't shrink from the big questions just because they don't have the answers — they believe there's great value in getting issues on the table. Their work creates a forum that engages, provokes, and builds bridges for a lot of different people, and it's a huge contribution."*

*Avis Vidal is Director of the Community Development Research Center and Associate Professor of Urban Policy, New School for Social Research*

# A Source for Solid Numbers

**Douglas Besharov:** *"Foster care is a major government program that involves half a million children and costs many billions of dollars a year, and yet there's been surprisingly little known about it — the children who are in it, how long they are spending in it, what happens to them. Chapin Hall has helped us understand a great deal about this key government program. Experts can rely on Chapin Hall's analysis for its accuracy and integrity."*

*Douglas Besharov is Senior Research Scientist at the American Enterprise Institute for Public Policy, Washington, D.C.*

When Bob Goerge and his Chapin Hall colleagues analyzed their data from a massive study of Illinois children and families, they were confronted by an astonishing statistic: at a given point in time, fully 25 percent of Illinois children — and 38 percent of Chicago children — require significant help from public programs in getting food, shelter, education, health care, and support by responsible adults. They also found that the majority of these children are likely to need services from more than one social program.

Chapin Hall's comprehensive study marked the first time anyone had looked at the state's child and family services as a whole. Never before had there been a true picture of the way thousands of people actually experienced the system.

## Change begins with reliable numbers

While the debate rages over welfare reform, there's been almost no solid information about how the system has been affecting children and families for good or ill. "The numbers most often used in documenting child and family well-being are often unreliable," Goerge says. "You're never sure what the story is behind them. The problem is, a lot of important decisions having to do with children are based on inaccurate or incomplete data."

In response, Chapin Hall has pioneered the compilation and analysis of administrative data. This data, routinely collected in state information systems, had been used for daily management needs, but its potential for supporting research and policy development had not been realized.

"Administrative data can be a goldmine of information — and because it already exists, it's cost effective," Goerge says. "But at best, states have used it to find out how many children or families were in one social program at a particular point in time, or perhaps to get a snapshot of one child or family at a given moment. Few had tried to use administrative data to track a child, a family, or a population in the human services system as a whole and over time."

The database, which the Chapin Hall team began compiling in 1989, represented an enormous undertaking: the researchers worked with computer tapes that had recorded agencies' contact with two million children. Few policymakers or agencies realized how many children were seen by multiple agencies, so there was no cross-referencing. "We talk about a social service 'system,' but in many ways it doesn't function as a system," Goerge says.

**The debate over how to improve child and family services has long been stymied by insufficient data and information. Now, Chapin Hall's unprecedented databases offer the foundation for informed change.**

Using the latest computer technology, the Chapin Hall researchers integrated data from four large agencies and seven major social programs, including the Illinois Departments of Children and Family Services, Mental Health and Developmental Disabilities, and Public Aid, and the State Board of Education. The result: a data "warehouse" with contents rich enough to allow both accurate mapping of the human services system and the construction of a complete record for each child's "career." This database should make more and better information available to policymakers and others who serve children and families, allowing them to plan more effectively for the multiple needs of troubled children and families.

**Working on a national scale**

So compelling was the Illinois work that Chapin Hall was awarded a federal government contract to develop a national database for children in the foster care system. The unprecedented Multistate Foster Care Data Archive contains comprehensive, longitudinal information on every foster child in seven states, representing about two-thirds of the nation's foster care population.

"There's never been anything like it," says Ronald T. Haskins, staff director of the U.S. House Ways and Means Committee's Subcommittee on Human Resources. "Now, for the first time, we can feel confident that we are beginning to get a national picture of foster care and caseload dynamics."

Haskins calls the Archive "quite an extraordinary endeavor. Persuading states to part with the data took a great deal of diplomacy. Then Chapin Hall staff had to have the technical wherewithal to organize and analyze it."

Early analyses from the Archive have already revealed important new information about the foster care system. Chapin Hall has shown how, throughout the nation, foster care caseloads have more than doubled in the past ten years. Almost one-fourth of foster children who entered care between 1990 and 1992 did so before their first birthdays, and these infants are staying in care longer than children who enter at older ages. There are also intriguing disparities among the states: a typical child in Illinois stays in foster care four times longer than the child in Texas, and three times longer than the child in Michigan.

"Now the big question is, what does all this mean?" says Haskins. "For too long, child welfare policies haven't borne any relationship to the facts. Now Chapin Hall has given us some of the important facts — and the impact on policymaking should be substantial."

# An Unbiased Eye

**Research by Chapin Hall is providing an objective look at family preservation as an alternative to foster care — and how this approach fits into the broader picture of child welfare reform. This research seeks to understand how troubled families can find solutions and how healthy families like this one can stay strong.**

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Chapin Hall is increasingly called upon to analyze pressing and emerging child welfare issues — issues that are often embroiled in controversy. Family preservation is a case in point.

In the 1980s, many states developed programs intended to be alternatives to removing children from homes where they had been abused or neglected. These family preservation programs try to strengthen abusive or negligent families by providing them with intensive, short-term, home-based social services.

Proponents believe keeping children with their natural families is, in most cases, better than removing them to foster care, and it is less costly. For these reasons, family preservation is often viewed as a central component of child welfare reform. As a result, Congress has established a five-year, $1 billion program for expanding family preservation services throughout the nation.

Meanwhile, the media has offered a darker side of the story, featuring front-page stories of the tragic results from failures of preservation efforts to help individual families.

**Senator Daniel Patrick Moynihan:**

*"For three decades, families have been coming apart, or never forming, while a parade of government programs based on ignorance and ideological certainty have done too little to help, and sometimes done worse than nothing. The antidote to both ignorance and ideology is knowledge, and Chapin Hall's research on family preservation demands our respectful attention."*

*Daniel Patrick Moynihan is the senior senator from New York.*

### A more objective look

Chapin Hall researchers drew a far more complicated picture after completing a study of the family preservation program in Illinois, the largest state-level study of its kind. They found that the program led to modest and short-term improvement in family life, but did not reduce the numbers of children placed in foster care. "We've seen an almost messianic movement toward the idea of family preservation," says John Schuerman, a Chapin Hall fellow and professor in the University of Chicago's School of Social Service Administration. "But when you look at it objectively, you can see the potential and the limits of what family preservation can do and who it can help — especially with the sort of problems endemic in our society today."

The study also revealed that many of the families targeted for family preservation didn't fit the program's criteria. "Caseworkers knew that family preservation services were better than anything else the system offered," says Steve Budde, a Chapin Hall researcher who studies decision-making in child welfare. "So families were referred to the program even if they weren't in danger of losing their kids to foster care."

### Asking tough questions

"Chapin Hall didn't go looking for simplistic answers," says Anthony N. Maluccio, professor at the Boston College School of Social Work and chairman of its doctoral program. "This is very sophisticated work that acknowledges the complexity of the issues — and it's really helping the rest of us sharpen the kinds of questions that we ought to be asking about family preservation."

Maluccio also believes the research has pointed to important reforms needed in family preservation programs. "By the time a family comes to the attention of an agency, everyone is desperate — it's often a case of, 'Here's a program, let's use it.' Chapin Hall underscored the importance of figuring out who is really appropriate for this kind of service. They also showed how necessary it is for these services to get delivered in a clear, coherent manner."

Now Chapin Hall is evaluating family preservation programs on a national scale, in a multimillion dollar study funded by the U.S. Department of Health and Human Services in collaboration with other national research organizations. The results will play a key role in Congressional reauthorization hearings for family preservation programs and should have an impact on the larger debate about child welfare as well.

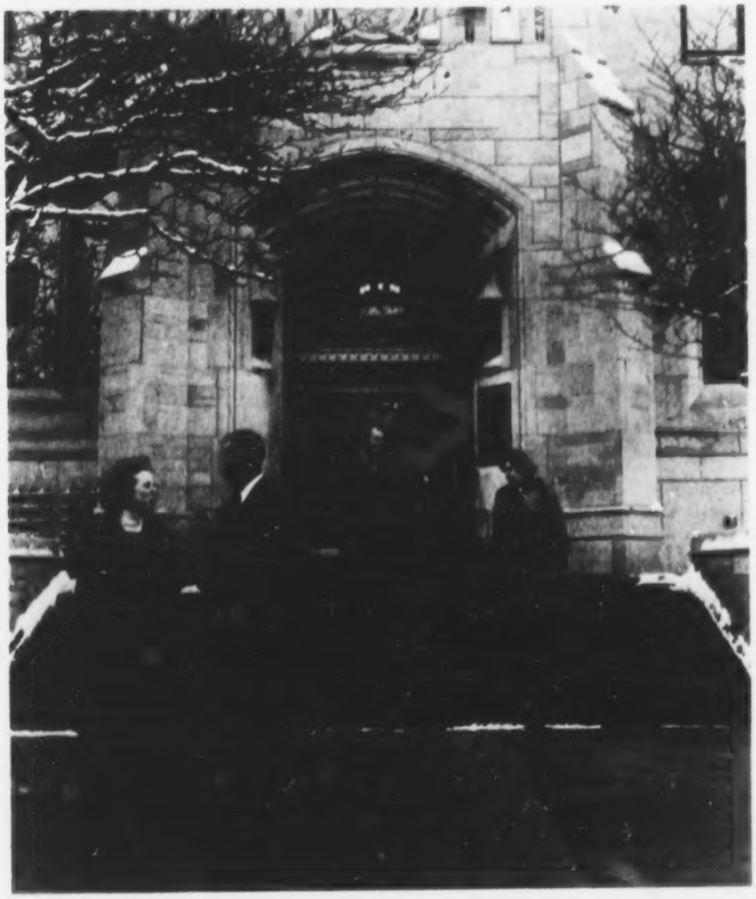
"Programs like these force us to come to terms with how much society should get involved in families and family life, and what kind of commitment it takes to help those families that are seriously troubled," Schuerman says. "Our job at Chapin Hall is to keep children in the forefront by bringing a rational, empirically based analysis to bear on emotion-laden issues of family and culture."

Founded in 1860 as the Chicago Nursery and Half Orphan Asylum, Chapin Hall originally expressed its dedication to children through the power of caring: first by providing day care for children of working mothers; a few years later, by offering a home for children whose families had been dislocated by the Civil War; and, still later, by becoming a residential treatment center for children at risk or in distress. Over 125 years, in increasingly sophisticated forms, the power of caring brought comfort, healing, and strength to hundreds of children who are now Chapin Hall's alumni.

The world for children has changed dramatically in the final quarter of the 20th century, and the agencies, organizations, and institutions that serve children are increasingly stretched and occasionally overwhelmed by complex new demands. Chapin Hall responded in 1985 by changing its mission from serving children directly to research on the policies, programs, and practices affecting children and the families and communities in which they live. In doing so, Chapin Hall added a much-needed dimension to caring for children, the power of knowing.

Those who have supported Chapin Hall share its commitment to the power of knowing. They understand that research and development are as essential to the field of child and family services as to the corporate sector. Their investment gives Chapin Hall the independence and freedom to pursue new ideas and challenge current thinking and practices, leveraging the Center's intellectual as well as fiscal growth.

What does the future hold for Chapin Hall? While bleak news about the condition of many American children has become all too familiar, there is a new call for real, substantive change and a growing receptivity to fresh analyses and ideas that promote the development and well-being of all children. This heartening turn gives Chapin Hall's work a new urgency and potential. The power of knowing is inestimable, for in knowledge, there is hope.



**The mission of Chapin Hall is to bring sound information, rigorous analyses, innovative ideas, sustained attention, and an independent perspective to the ongoing debate about the needs of children and their families and communities and about the ways in which those needs can best be met.**

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# Chapin Hall Center for Children

## MISSION STATEMENT

The mission of Chapin Hall is to bring sound information, rigorous analyses, innovative ideas, and an independent perspective to the ongoing debate about children's needs and the ways in which those needs can best be met.

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The Chapin Hall Center for Children at the University of Chicago is a research and development center focusing on policies, practices, and programs affecting children and the families and communities in which they live. We start from the position that society has a responsibility to children and that attending to the needs of children serves the interests of the larger society as well. Chapin Hall's primary work is research that addresses two questions: (1) What does our society now do for children? and (2) What other approaches might we as a society take to meet our responsibility to children?

In our attempts to answer these questions, we include *all* children, while devoting special attention to vulnerable children, who may need specialized interventions and extensive support in the face of poverty, abuse and neglect, mental and physical illness, and other problems.

The character of the Center's work is shaped by a dual commitment to the worlds of research and policy. This requires that our work meet both the exacting standards of university research and the practical needs of policy and program development, that we work to advance knowledge and to disseminate it.

The character of the Center's work requires, and greatly benefits from, a broad and deep institutional commitment to diversity. This encompasses diversity of race, ethnicity, gender, sexual orientation, and physical ability, as well as perspectives, experiences, and academic disciplines. The diversity brought to bear on our work is a source of its strength.

As part of its research enterprise, Chapin Hall uses a variety of means to advance knowledge in the service of children and to advance the field of children's policy research. Toward these ends, we collect and analyze data; analyze data collected by others; develop ideas, and promote, and sometimes participate in, their testing; work with others attempting to implement their own or others' new ideas, providing evaluation and other forms of feedback; provide education for those with an interest in children's policy research; and develop new research tools for use at Chapin Hall and elsewhere.

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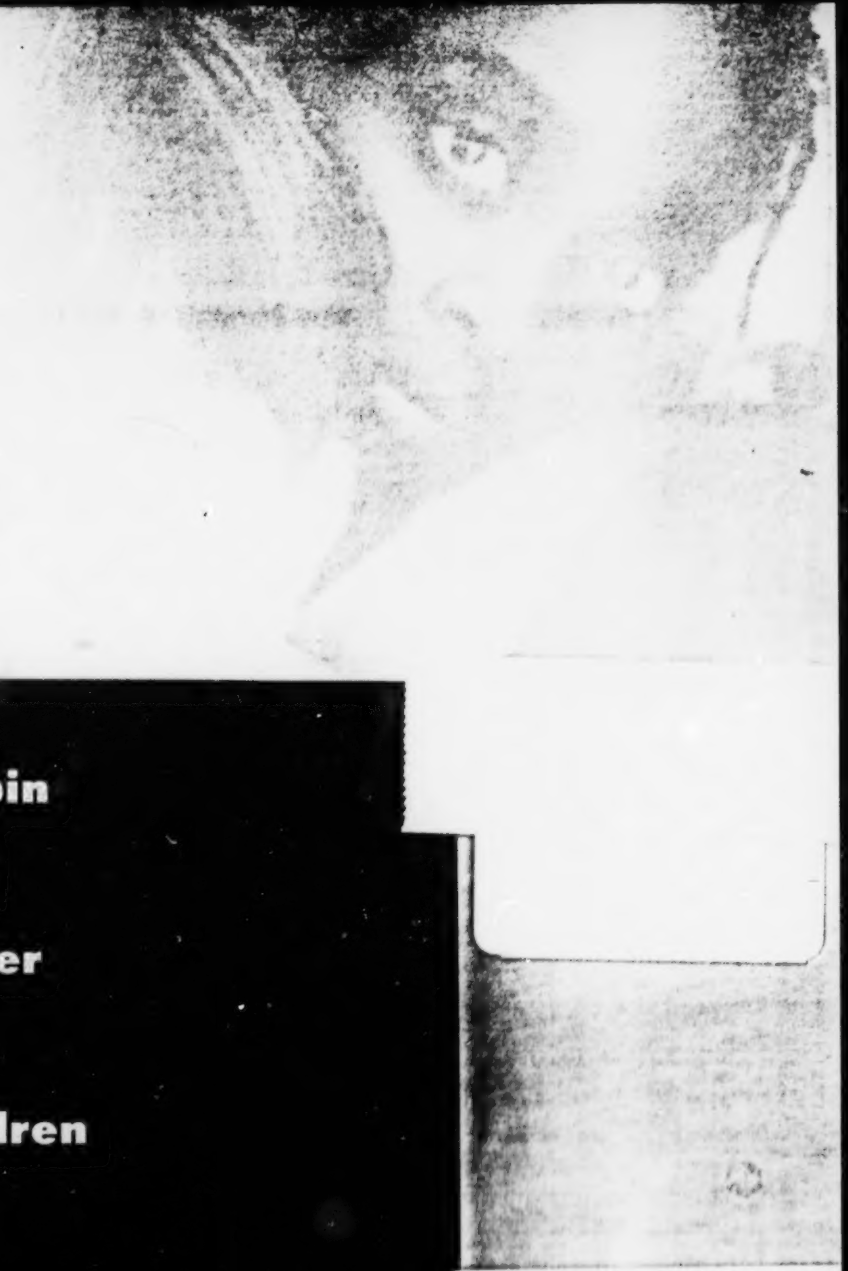

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# Projects and Publications

Autumn
1997

# CHAPIN HALL

## Projects and Publications

The Chapin Hall Center for Children at the University of Chicago was established in 1985 as a policy research center dedicated to bringing sound information, rigorous analyses, innovative ideas, and an independent, multidisciplinary perspective to bear on policies and programs affecting children.

The Center devotes special attention to children facing significant problems, including poverty, abuse and neglect, and mental and physical illness, and to the service systems designed to address these problems. But Chapin Hall's focus takes in all children and a broad view of their needs. This view includes children's potential as well as their problems, and the supports needed to foster their development—beginning with their families and communities—as well as the services to address their problems. This view shapes the Chapin Hall research agenda, which currently includes the following major areas:

- Children's Services, covering the problems that threaten children and the services designed to address those problems, including child welfare, the juvenile court, and children's health and well-being in other areas
- Primary Supports for Child and Youth Development, concerning the resources in communities that enhance the development and well-being of all children, including parks, community centers, arts programs, and sports leagues
- Community Building, focusing on the development, documentation, and evaluation of community-building initiatives designed to make communities more supportive of children and families, as well as specific issues in community building, such as governance
- Schools' Connections with Children's Services, Primary Supports, and Communities, examining the range of institutions that foster children's learning and development, including not only schools but also families, businesses, services, communities, and the relationships, actual and potential, among them
- International Projects, covering Chapin Hall's involvement with children's policy issues, researchers, and research centers in other countries
- Special Projects and Consultations, covering a range of projects, often undertaken in collaboration or consultation with other organizations

Chapin Hall's work in these areas is characterized by a dual commitment to the worlds of research and policy. This requires that we meet both the exacting standards of university research and the practical realities of policy making, that we work both to advance knowledge and to disseminate it. Chapin Hall is also committed to diversity not only of race, ethnicity, gender, sexual orientation, and physical ability, but also of experience, discipline, and viewpoint.

In this guide, listings of projects and publications in each of the areas listed are preceded by an overview of the issues and Chapin Hall research in the area.

The projects and publications described here not only present our collective efforts to date but also embody our institutional commitments—to children, families, and communities, to research and policy, and to diversity.

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# CONTENTS

Children's Services 3

- Service Systems for Children and Families 5
- The Juvenile Court 13
- Managed Care 14
- Substitute Care and Adoption 16
- Family Preservation and Family Support 22
- Child Health and Well-Being 24

Primary Supports for Child and Youth Development 30

- Developing a Field 32
- Program Development, Documentation, and Evaluation 33
- Professional Development 37

Community Building 42

- Field Development and Information Resources 44
- Documentation and Evaluation 47
- Neighborhood-Based Governance 52

Schools' Connections with Children's Services, Primary Supports, and Communities 57

International Projects 61

Special Projects and Consultations 63

## How to Use this Guide

Information on Chapin Hall's current and recently completed projects is presented in individual project descriptions under each of the Center's major research areas. Projects completed more than three years ago are generally listed without description under the heading "Earlier Projects and Related Publications" at the end of each section. The year shown for each project is the year of the project's actual or expected completion. For additional information on a project of interest, please contact one of the staff members listed in the project description.

Publications resulting from Chapin Hall work are presented in two ways: below project descriptions when publications are tied to individual projects, as most are, and under the heading "Other Publications" when they are not. Most of the publications presented are published by Chapin Hall in one of several series: Chapin Hall Reports, Discussion Papers, Working Papers, and Reprints. In addition to these reprints, the listings include work by Chapin Hall researchers published by others in a variety of formats.

This symbol 📖 indicates that a publication is available; a description of the publication follows. When no 📖 or publication description follows a project description, there is currently no publication available from that project. When new publications become available between issues of this guide, notices are sent to those on the Chapin Hall mailing list.

All items published or distributed by Chapin Hall are available from the Center. An order form is included in the pocket. For publications distributed by others, ordering information is provided with the publication description.

# CHILDREN'S SERVICES

The difficulties that children face—abuse and neglect, acute and chronic health problems, emotional illness, developmental delay, inadequate nutrition, and others—are found in all communities, affect many children, and can exert a determining influence on children's current well-being and future success. Governments at all levels have brought into being systems of services to address children's needs. Because children do not live in isolation, but within families, programs often support them by addressing the needs of their caregivers.

Children's services systems confront a vast and varied constellation of circumstances that threaten children with significant harm. The number of children in substitute care has shown dramatic growth in recent years. Homicide and suicide are leading causes of adolescent death. Every year, a half-million babies are born to school-age girls, with poverty a likely prospect for mother and child. Children, as compared to other age groups, are more likely to be living in poverty.

Many children and families have problems in more than one area of life and use multiple services to address those problems. Most children in Illinois who use human service programs use more than one. The presence of multiple problems can compound the severity of their effects.

Children's services systems are undergoing fundamental reform at an accelerating pace. A distinguishing feature of many reform efforts is that much of the federal authority for program decision making and spending has passed to the states. Within states, the locus of control is shifting to counties, municipalities, and communities, which struggle to find ways to address the unique needs of their local contexts.

States and communities are using their new authority to create a varied array of human services programs. Some states are implementing managed care health plans for low-income clients in an attempt to control costs while providing avenues for clients to access different specialities and treatments. Using the managed care plans from the health care field as a model, agencies are crafting managed care programs to deliver other human services. In some states, reform has helped to fuel the integration of categorical services into comprehensive, multidimensional packages designed to better address children's multiple problems. Such innovation and adaptation are fueled both by a drive to create more effective services and by the need to cope with steep reductions in the funds available for children's services.

Chapin Hall's research on children's services provides a way to understand the functioning of the services systems by analyzing individual-level and system-level contexts and outcomes and by capturing the experiences of children and families within those systems. Our approach emphasizes understanding how children and families utilize and experience the systems' multiple programs, agencies, and opportunities. We also seek to capture the experiences of professionals working within those systems. Chapin Hall's ongoing communication with children's services professionals helps us understand the problems they face so that we can provide research and analyses that support informed decision making.

Our research in this area includes analyses of state administrative databases within and across service sectors and states, evaluations of social programs with important implications for policy making, studies of how critical child protection decisions are made, and projects that explore the potential policy and practice implications of innovative approaches and new research findings in various disciplines. Key sponsors include government agencies at all levels, in particular the Illinois Department of Children and Family Services and the U.S. Department of Health and Human Services.

Research detailed in the **Service Systems for Children and Families** section, below, explores the experiences of families within those systems and includes examinations of multiple service use, the effects of government-sponsored welfare and human service delivery reform, and other topics. One reform effort Chapin Hall is documenting and examining is a project of the Edna McConnell Clark Foundation to transform the child welfare systems of four communities to make them more preventive, community based, and outcome focused.

The **Juvenile Court** section reports on an examination of court efforts to achieve timely permanence for children in substitute care. The project used multiple data collection methods to capture the operations of the Court in action and the perspectives of court personnel.

The continuing interest in service reform has seen states turn increasingly toward managed care practices as a possible approach to containing costs while improving services. The **Managed Care** section describes our work on the coordination of managed care approaches with more traditional child welfare approaches, through technical assistance, policy analysis, and research and evaluation efforts. One of these projects involves helping New York City to devise a comprehensive managed care plan for children living in foster care. Others involve providing technical assistance to states contemplating the use of managed care to orchestrate major system reform. In addition, work is now underway in four sites to document state efforts to introduce managed care to the child welfare system.

Many of the recent child welfare reforms seek, at their heart, to address the size and circumstances of the foster care population. Projects described in the **Substitute Care** section address such questions as: Why do children end up in foster care or other kinds of substitute care? What happens to them while in foster care and what happens to them when they leave? A principal tool used to address such critical questions is the Multistate Foster Care Data Archive. The Archive contains the case histories of approximately half of the nation's foster children who are in or have been in state-supported foster care at any time during the last seven years. Recent work includes linking Archive data to other human services data.

Described in the **Family Preservation and Family Support** section are examinations of programs that seek to protect children while avoiding foster care placement. Chapin Hall led the evaluation of the Illinois Family First program, the largest state-level evaluation of family preservation. Based on this work, Chapin Hall researchers published a book analyzing family preservation and a chapter in another volume analyzing reunification in high-risk families. Chapin Hall is now involved in the first national study of family preservation.

In the **Child Health and Well-Being** section, we describe an effort to gather and analyze indicators of well-being among Illinois children to draw a comprehensive picture of children's lives and to serve as a baseline by which to measure the impacts of welfare reform and to address other policy needs. This new State of the Child project will be a recapitulation and extension of Chapin Hall's earlier social indicators research on Illinois children.

23

# Service Systems for Children and Families

## The Integrated Database on Children's Services in Illinois

*Robert Goerge, John Van Voorhis*

The Integrated Database on Children's Services (IDB) is a unique resource for policy and research concerned with children's experiences in the human service system in Illinois. Because the responsibility of each agency is limited and distinct, none currently possesses a complete view of the service history of a family or of the problems with which a family is struggling.

The IDB provides a comprehensive picture of children's contact over time with publicly provided or financed service programs. The IDB makes it possible to produce an aggregate picture of the entire network of relationships linking children and public services, using data routinely collected by the agencies for administrative purposes. The database reflects the experiences of the entire population of Illinois children who have had contact with the child welfare, AFDC (now TANF—Temporary Assistance for Needy Families), Medicaid, food stamps, special education, and mental health systems over the course of more than a decade. With data going back from seven to twenty years in the various service systems, the IDB makes it possible to do longitudinal analyses, tracking trends over time. The database is continually updated and data on new services are added frequently. Recently, services for children with disabilities have been added.

With major reforms now occurring in the human services system, the IDB is a critical source of information on the impact of these changes on children and families. Chapin Hall's database illuminates poorly understood aspects of the children's services system and enhances understanding of children's contact with, and movement through, these services. The initial analysis of the database provided, for the first time, an unduplicated count of children receiving publicly supported social services in Illinois.

Although the IDB data are about Illinois children and services, the analyses frequently have national implications, and Chapin Hall's methods for transforming agencies' administrative data for policy and research uses are being adopted in many states and at the national and international levels. Analyses include Multi-Service Use Among Families (see p. 7) and Characteristics of Informal Kinship Care (see p. 18). The Integrated Database on Children's Services has been developed by Chapin Hall researchers over the last decade with funding from the Annie E. Casey Foundation, the Edna McConnell Clark Foundation, the Spencer Foundation, the Illinois Department of Children and Family Services, and the U.S. Department of Health and Human Services. Ongoing.

## The Impact of Welfare Reforms on Children's Well-Being

*Robert Goerge, Mairead Reidy*

Welfare reforms now being designed, tested, and implemented may have dramatic short- and long-terms effects on children whose families receive public assistance. The U. S. Department of Health and Human Services has provided funding to twelve states instituting welfare reforms under the welfare waiver process. These states are participating in a one-year planning phase to identify child well-being measures that could be incorporated into demonstration evaluations.

Researchers at Chapin Hall are working with the Illinois Department of Public Aid to develop a core set of such measures pertaining to the Illinois Work and Responsibility Demonstration Initiative. It is expected that sample survey questionnaires will be administered across states to conduct the proposed evaluations, and questions will cover a wide range of outcomes including income, employment, family formation, psychological well-being, stability and turbulence in living arrangements, absent-parent involvement, use of health and human services, child care, home environment and parenting practices, education, health and safety, and social and emotional adjustments.

In addition, Chapin Hall researchers have explored the potential of using administrative data to track the effects of welfare reform on children and their families. Administrative data sources have been identified that will enable Illinois to measure many of the core outcomes using both state human service data and other statewide employment-related databases. 1997.

## Monitoring Social Policy and Child Well-Being: A Multi-State and Multi-Community Study

*Robert Goerge, Mairead Reidy, Bong Joo Lee*

Social policy affecting programs and human services for children and families has undergone rapid change in the 1990s, including the way income maintenance, health care and child welfare services, among others, are delivered. A major change that cuts across many service areas is the substantial shifting of control over human services from the federal to state governments. While the devolution of authority makes the monitoring of reforms more difficult, it also makes it more important.

In an effort to understand and compare the effects of human service reforms now being implemented in several states, Chapin Hall researchers are examining service populations across states. With the support of a planning grant from the Edna McConnell Clark Foundation, the Center is focusing on the pathway between the income maintenance system and the child welfare system for residents of four states: California, Illinois, Massachusetts, and North Carolina. This work, being undertaken with consultation from state and community leaders, policy analysts, researchers, and funders, is addressing such questions as the following: How many children enter the foster care system from the income maintenance system? Do families' reasons for discontinuing public aid affect the probability of foster care placement? What are the characteristics of families in the income maintenance system? 1999.

### The Dynamics of AFDC, Medicaid, and Food Stamp Use

*Mairead Reidy*

Since the time of the New Deal, the United States has developed a series of programs to aid the economically disadvantaged that involve both cash and in-kind assistance. While much is known about the duration of families' use of cash assistance (formerly Aid to Families with Dependent Children and now TANF—Temporary Assistance to Needy Families), less attention has been focused on how families use such forms of non-cash assistance as Medicaid and food stamps. To shed light on this underexplored area, Center researchers are looking at how and when Illinois families receive different combinations and sequences of the three services over their life cycle. The study, which will draw on statewide administrative data from the Illinois Department of Public Aid (see Integrated Database on Children's Services in Illinois, p. 5), will help policymakers to understand the role of Medicaid and food stamps in helping families to become self-sufficient. This knowledge is particularly important in the context of welfare reforms that impose time limits on cash aid, leaving many poor families with only food stamps and Medicaid. Researchers will also examine how patterns in the use of AFDC, Medicaid, and food stamps vary across Illinois communities. Sponsored by Northwestern University/University of Chicago Joint Center for Poverty Research. 1998.

### Massachusetts Data Archive on Services to Children and Families

*Robert Goerge, Bong Joo Lee, John Van Voorhis, Fanli Zhao*

Drawing on its expertise with the Integrated Database on Children's Services (see p. 5), Chapin Hall is developing the Massachusetts Data Archive of Services to Children and Families. This database will serve as an important tool for policymaking and program evaluation. Funded by the Massachusetts Department of Revenue and the U.S. Department of Health and Human Services, the Archive will include administrative data from publicly funded antipoverty programs, including Temporary Aid to Needy Families, Medicaid, and food stamps, as well as child support enforcement orders. Once established, the Archive will provide researchers and policy analysts with an important tool for gauging program efficiency and effectiveness. Chapin Hall will provide technical support to enable the Massachusetts Department of Revenue to maintain and expand the database when it is operable, and will also develop a plan for producing a database for public use. 1997.

### Teenage Childbearing and Child Welfare Service Use

*Robert Goerge, Bong Joo Lee*

Chapin Hall research on the effects of teenage childbearing on child protective and child welfare services showed that there is a significant relationship between maternal age and the likelihood of child abuse/neglect. The investigators found that children of teen mothers are at greater risk of being placed in foster care even after controlling for other demographic characteristics. Finally, the study found that delaying first births would result in estimated annual reductions in national foster care costs of $150 million to $2.5 billion, depending on the number of years of delay. The research was part of a larger study on the effects of teenage childbearing coordinated by the Catalyst Institute and funded by the Robin Hood Foundation. Associated publication listed below. 1995.

**Abuse and Neglect: Effects of Early Childbearing on Abuse and Neglect of Children**

*Robert Goerge, Bong Joo Lee 1995*

A Chapin Hall Working Paper

CS-40 $5.00

The authors examined the effects of teenage motherhood on the incidence of child abuse/neglect, foster care placement, and the duration of that placement, using the Integrated

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Database on Children's Services in Illinois (see p. 4), as well as data from Illinois birth certificates.

The authors found that the incidence of child abuse/neglect and foster care placement were notably higher in cases of children born to teenage mothers. However, the duration of this placement was not markedly different when controlled for other factors. The paper demonstrates that the incidence of teenage motherhood, with its higher incidence of foster care placement, is a costly one for the overburdened child welfare system.

The preceding was prepared as a resource paper for *Kids Having Kids: Economic Costs and Social Consequences of Teen Pregnancy.*

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### Multi-Service Use Among Families with Children in the State of Illinois

*Robert Goerge, Teresa Eckrich Sommer, Bong Joo Lee, John Van Voorhis*

Analyzing data from the Integrated Database on Children's Services (see p. 5), Chapin Hall researchers examined social service use among children and families in Illinois. The project focused on children in families using multiple social services and on patterns of movement among services in various populations of social service clients, using both cross-sectional and longitudinal analyses. The project produced four separate analyses on the risk factors associated with higher levels of service involvement and the extent to which there is multiple service use among Illinois families with children. This project was supported by the American Enterprise Institute and the U.S. Department of Health and Human Services (under the grant designating Chapin Hall a National Child Welfare Research Center; see p. 64). Associated publication listed below. 1994.

**Use of Multiple Human Services by Illinois Children and Families: The Use of Administrative Data for Research Purposes**

*Robert Goerge, Teresa Eckrich Sommer, Bong Joo Lee, Allison Gordley Harris 1995*

A Chapin Hall Working Paper
CS-32 $5.00

How might public social services be improved in their responsiveness to children and families, particularly low-income families with multiple, interrelated social needs? This issue is the subject of enduring debate in the field of human services. To inform this debate with hard data, the authors analyzed the simultaneous use of five state-administered human services (Aid to Families with Dependent Children, Medicaid, food stamps, special education, and child welfare services) by a cross-section of Illinois children and families (for the date June 1, 1990). They also present preliminary results from a longitudinal analysis of the use of welfare and child welfare services by a 1988 cohort of children born to Illinois families new to the system through each child's fifth year of life (1988-92). The authors found that on June 1, 1990, in Illinois, 25 percent of all children received at least one major state-sponsored human service; in Chicago, 38 percent of all children used at least one service. A majority of children in the human services system statewide used more than one service at the same time.

### Policy Analysis, Program Assessment, Evaluation, and Data Analysis: Analysis of State and Local Administrative Data

*Robert Goerge, Fred Wulczyn*

Chapin Hall has joined a team of research organizations that is providing rapid analyses of important issues to the U. S. Department of Health and Human Services (HHS) under the direction of the American Institutes of Research. The team also includes the UCLA Center for Health Policy Research, the Center for Support of Families, Signalhealth, and Professional and Scientific Associates. Through a task order contract with HHS's Assistant Secretary for Planning and Evaluation, senior staff at each organization are performing policy or program assessments, developing evaluation designs, and conducting analyses of data, among other research activities. Efforts will cover a broad range of policy issues including welfare reform and managed care in the Medicaid program. Chapin Hall brings to the team its expertise in designing, developing, and analyzing databases that integrate information routinely collected by human service programs. (See the Integrated Database on Children's Services in Illinois, p. 5.) This expertise in analyzing human service administrative data will be particularly useful to research on the delivery of services to families with severe and multiple problems. 2003.

### Community Partnerships for Protecting Children

*Robert Goerge, Stephen Budde*

How can a community develop plans and practices to reduce child abuse and neglect for the community as a whole? The Edna McConnell Clark Foundation has initi-

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ated Community Partnerships for Protecting Children to address this question by attempting to transform the child welfare systems of four communities: Cedar Rapids, Iowa; Jacksonville, Florida; St. Louis, Missouri; and Louisville, Kentucky. In contrast to current child protective services, the Foundation aims to develop approaches that are more comprehensive, preventive, community-based, and outcome-focused. The Foundation has asked Chapin Hall, during a six-month planning period, to document the early efforts of the initiative, to design and begin to conduct a process evaluation of the program, and to explore the feasibility of evaluating the effect of the initiative on the incidence and severity of abuse and neglect in the four communities. 1997.

### Quick Response Quantitative Indicator Analysis Project

*Robert Goerge, Lucy Mackey Bilaver, Maria Minor, Bong Joo Lee, John Van Voorhis*

Policymakers and program staff frequently need immediate access to accurate and pertinent information to answer pressing questions. Chapin Hall performs quick, complex analyses to provide the Illinois Department of Children and Family Services (DCFS) with timely information concerning policy issues in response to requests from DCFS. Drawing on the Integrated Database on Children's Services (see p. 5), Chapin Hall created, and continues to maintain, a database that stores DCFS computerized administrative records in a research-efficient data structure. Analyses can cover virtually any issue in child welfare, depending on the current needs of policymakers and managers.

In the past five years, Chapin Hall researchers have examined such topics as the experiences of substance-exposed infants and children hospitalized for psychiatric care. Researchers have also conducted analyses related to several major policy changes in the department, including reform of relative-care policies, development of a separate health care delivery system for wards, and applying performance contracting goals to relative and foster care contracts. Additionally, they have developed a set of baseline performance indicators for all DCFS service delivery areas, known as Local Area Networks, which has been updated yearly and will be combined in a multiyear time series volume. Ongoing.

### Voices for Illinois Children—Data Reconnaissance

*Robert Goerge, Mairead Reidy, Lisa Sanfilippo, Bong Joo Lee*

Voices for Illinois Children, a statewide, multi-issue, nonprofit action group for children, is currently managing a project for the Poverty and Race Research Action Council on the availability, accessibility, and quality of data on low-income groups in Illinois. This collaborative effort, involving researchers at several organizations, will focus on education, health, and other programs for low-income families. Chapin Hall is contributing to the study by examining the availability of data on state housing and poverty programs from a wide range of sources in Illinois. The final report, to be issued by Voices for Illinois Children, will help state officials as well as members of the policy and advocacy communities to understand the state of data on low-income groups in Illinois. 1997.

### Child Welfare Reform: The Big Picture—A State Perspective

*Robert Goerge, Harold Richman, Clark Peters, Ginger Ostro*

Because of the recent emphasis on state and local reform of child welfare services, it is difficult to track changes and innovations in the field. Chapin Hall, under the grant designating it a National Child Welfare Research Center (see p. 64), undertook a study of child welfare reform at the state and local levels throughout the country to answer the following questions: (1) What was the nature of the aggregate changes in child welfare that were taking place across the country? and (2) Did a common definition of "child welfare reform" exist? Chapin Hall interviewed child welfare administrators in thirteen states, five counties, and one city (New York), and reviewed relevant documents, including consent decrees, implementation plans, Child Welfare Services (Title IV-B) Plans, and legislation.

This study culminated in a report that describes the many forces pressing for change in child welfare and common threads among states' reform efforts. The first common thread is a move away from focusing on individuals and toward viewing the family as the critical client of social service programs. The second is a shift from centralized management and delivery toward having the community play a larger role in social service. The report provides strategies for creating an ongoing forum for discussion among child welfare administrators and agency directors. It suggests further questions to guide such discussions and an agenda for long-term research in this area. The researchers presented their findings at the annual conference of the

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National Association of Public Child Welfare Administrators in Washington, D.C., in July 1995.

## Society's Response to Abuse and Neglect

*John Schuerman, Joan Costello, Julia Littell*

In response to the explosive and costly increase in foster care in recent years, child welfare systems have increasingly turned to the development of family preservation programs. This trend has been strongly supported by many and strongly challenged by others. Both the trend and the debate highlight the need for a discussion of the essential values and principles that currently drive the child welfare field. This project undertook an examination of these values and principals to frame the needed discussion. It drew heavily on data and analyses from Chapin Hall's Evaluation of the Family First Placement Prevention Program (see p. 23). This analysis was an activity of the National Child Welfare Research Center at Chapin Hall (see p. 64). Associated publication listed below. 1994.

### Problems and Prospects in Society's Response to Abuse and Neglect

*John Schuerman, Julia Littell 1995*
A Chapin Hall Working Paper
CS-33 $10.00

The authors begin with an analysis of the current situation in child welfare and go on to review the research literature on family preservation programs, concluding that these programs have very modest effects on the functioning of families and children. To cope with the dramatic increase in demand for child welfare services, given the uncertain benefits of family preservation, the authors suggest a new set of guiding principles to structure child welfare systems. These principles include limiting responsibility of the state to the following: responding to physical injury to children caused by abuse and neglect and to high risk of serious harm, in order to minimize state intervention into family life; drawing the line between in-home and out-of-home services less sharply so they constitute a continuum; and broadening services available to families so there are many more alternatives for families and for workers trying to help them, and more scope for experimentation with new service approaches.

## Child Welfare Expert Systems

*John Schuerman, Stephen Budde, Penny Johnson*

Caseworkers must make critical decisions affecting the lives of children and their families. This project is developing a computerized expert consulting system that will assist caseworkers with decision making in the early stages of work with families in which there has been an allegation of child abuse or neglect. It is hoped that such programs will be useful in large public child welfare agencies, where relatively inexperienced workers must often cope with large caseloads. This project is being conducted with the assistance of staff at the Illinois Department of Children and Family Services and the Juvenile Protective Association of Chicago. Associated publication listed below. Ongoing.

### Expert Consulting Systems in Social Welfare

*John Schuerman 1987*
A Chapin Hall Working Paper
CS-09 $5.00

Expert consulting systems, developed out of work in the field of artificial intelligence, are computer programs that can be asked to give advice on the solution of problems. This paper describes the origins and characteristics of expert systems, the circumstances under which they might be useful in social welfare, and issues and problems relating to their implementation.

Also published in *Social Work Research and Abstracts* (Fall 1987).

## Understanding Placement Decisions in Child Welfare

*John Schuerman, Peter Rossi, Stephen Budde*

Every day those working in the child welfare system must make difficult decisions that profoundly affect the lives of children who have been abused or neglected. Among the most critical of these decisions is whether to separate a child from his or her family. This project examined how such decisions are made and what policies and training may help to improve decisions about children's lives. This three-phase study began by exploring the degree of agreement among experts on placement decisions as well as factors that influence those decisions, using a sample of cases drawn from a state child welfare agency. The second phase examined the same issue, but used a larger and more systematically selected sample of cases, gathered better information about the cases, and increased the size of the panel of experts. The third phase explored the decision making of frontline child protection investigators in these cases and examined the implications of findings for training and policy in child welfare decision making. The project was funded by the U.S. Department of Health and Human Services, the Administration for Children and Families Children's Bureau. Associated publication listed below. 1996.

### Understanding Child Maltreatment Decisions and Those Who Make Them

*Peter Rossi, John Schuerman, Stephen Budde 1996*
A Chapin Hall Working Paper
CS-41 $5.00

This paper centers around four critical questions: how much agreement is there among child welfare experts and protective workers about decisions in cases of abuse and neglect? What are the factors that influence decisions? How does the presence of family preservation services affect decision making? Lastly, how do backgrounds and professional differences among experts and workers relate to their decision-making tendencies? The authors' answers to these questions, based on their study of the views of child welfare experts and child protective service workers, are presented in the paper. This research yielded important information about the lack of consistency in definitions of "imminent risk of placement" and the need for greater training of investigative workers on decision making.

### Child Abuse and Neglect: Families, Neighborhoods, and Service Systems

*Robert Goerge, David Yu, Allen Harden*

To effectively support children and families who are diverse in their backgrounds and needs, it is essential to understand the varied experiences of children and families in the child protective system. Using Illinois as a case study and drawing on information in the Integrated Database on Children's Services in Illinois (see p. 4), Chapin Hall researchers examined various populations and how their experiences in the child protective system vary according to the characteristics of children, their families, their neighborhoods, their service systems, and the interrelationships among these factors. Following this broad review, researchers analyzed individual-level records of child abuse and neglect reports, investigations, and child and family records. These examinations informed the development of an analytic and statistical framework for researchers and state analysts to use in planning, evaluation, monitoring, and program development. As part of this project, researchers also assisted states in implementing family support and preservation programs by providing information on factors that affect the actions of child protection agencies and systems, and thus affect experiences of children and families in the system (For more on family preservation, see pgs. 22–24). Funded by an anonymous donor. 1996.

### Developing and Evaluating Community-Based Service Systems and Supports for Children and Families

*Teresa Eckrich Sommer*

To understand and assess the functioning of the human services system, it is necessary to understand the experiences of low-income families with the social services available to them. The study involved a series of personal interviews with a group of such families in a Chicago community, as well as participants' observations of social service interactions. Three aspects of families' perspectives on their social service experiences were of particular interest: (1) how they perceive their role in accessing and using the social service system, (2) how they perceive social service organizations or programs (specifically, Head Start and the Illinois Department of Public Aid) and the service goals, and (3) how they perceive social service providers and the service delivery process. The perspectives of service users examined in this study have potential for expanding current debates about social service reforms. The report presents aspects of families' experiences and discusses the costs and benefits of person-centered, site-centered, and information-centered coordination strategies in light of these users' experiences. It also provides a conceptual orientation for the notion of social service users as customers. 1995.

## Earlier Projects and Related Publications

### The Children's Policy Project: The Future of Children's Services in Illinois

Sponsors. Illinois Department of Children and Family Services, The Spencer Foundation, the Chicago Community Trust, the Field Foundation of Illinois, the Robert R. McCormick Charitable Trust, the Ford Foundation, the Helen V. Brach Foundation, and the Gaylord and Dorothy Donnelley Foundation

Staff: Harold Richman, Matthew Stagner, Robert Boruch, Marvin Cohen, Richard Gaskins, Robert Goerge, Roland Kulla, Mary Ann Hartnett, Kirsten Gronbjerg

Year completed: 1993

### Rethinking Child Welfare Services in Illinois: A Summary of Findings from the Children's Policy Project

*Matthew Stagner 1993*
A Chapin Hall Report
CS-29 $10.00

A crisis in child welfare was clearly brewing at the start of this decade. In Illinois, the Department of Children and Family

Services (DCFS) was contending not only with an increase in both the size of its caseload and the severity of child and family problems, but also with a number of lawsuits. At the request of DCFS, and with the support of several foundations, Chapin Hall undertook a comprehensive study of DCFS.

Unusual in the scope of its concerns, this project examined the legal foundation, structure, funding, client population, use of evaluation, and goals of the child welfare services system in Illinois to provide a review of and recommendations for the operation of the current system, and to offer one or more alternative approaches that the state might employ to improve its ability to respond to children's needs. The results of the study were widely disseminated, through this published report and through briefings of public officials and private providers of human services. The project's alternative approach to human services planning and delivery was endorsed in a *Chicago Sun-Times* lead editorial in December 1993, when the report was released.

Drawing on sixteen resource papers written in the course of the study, the report summarizes study findings concerning most aspects of the departments operations, structure, and functioning. The report documents growth and change in the foster care caseload in recent years, the significant overlap between the client population of DCFS and the client populations in other human services agencies in the state, and a number of dysfunctions in the structure and procedures of the agency. In addition to suggesting ways that the current DCFS child welfare system could be improved, the report outlines a wholly different approach to child welfare. This involves refocusing the state system on the families of children who are at greatest risk of harm and developing a comprehensive, community-based system of services available for voluntary use by other families—those in which DCFS finds no immediate risk of harm to children, and those who have had no contact with DCFS but find themselves in need of assistance.

### Help-Seeking and the Use of Social Service Providers by Welfare Families in Chicago

Sponsor: Chicago Community Trust
Staff: Harold Richman, Matthew Stagner
Year completed: 1986

#### Help-Seeking and the Use of Social Service Providers by Welfare Families in Chicago

*Harold Richman, Matthew Stagner 1986*
A Chapin Hall Working Paper
CS-08 $5.00

The objective of this study was to document the extent to which welfare families use social service providers and their experiences with social service providers, as well as reasons that families do not seek help from them. Based on interviews with 737 Chicagoans who headed households with children and received welfare, the study found that nearly half of the respondents had not turned to social service providers for assistance during the preceding year. The study also found that 73 percent of the help-seeking experiences of all families studied did not involve social service providers, and that families relied more heavily on informal helping networks for assistance with their problems.

### The Use of Computerized Data in Child Welfare Case Management

Sponsors: Illinois Department of Children and Family Service, Edna McConnell Clark Foundation
Staff: Mary Ann Hartnett, Mark Testa
Year completed: 1988

#### The Use of Computerized Data in Child Welfare Case Management

*Mary Ann Hartnett, Mark Testa 1988*
A Chapin Hall Working Paper
CS-13 $5.00

This paper describes a two-year project designed to create a computerized case assessment and planning system in collaboration with the Illinois Department of Children and Family Services. The project's goals were to create a longitudinal database on children in substitute care, to conduct research on trends in the placement careers of children, and to explore potential uses of computerized data at all levels of the child welfare agency. The paper identifies problems associated with caseworkers' lack of access to basic information on children and their placements, and discusses how computerized data might aid them in their work.

### Expert Consulting Systems in Child Welfare

Sponsor: Arie and Ida Crown Memorial
Staff: John Schuerman, Stephen Budde, Penny Johnson
Year completed: 1989

### Child Abuse and Neglect Decision Making in Cook County

Sponsor: Illinois Department of Children and Family Services
Staff: John Schuerman, Matthew Stagner, Penny Johnson, Edward Mullen
Year completed: 1989

### Child Abuse and Neglect Decision Making in Cook County

*John Schuerman, Matthew Stagner, Penny Johnson, Edward Mullen 1989*

A Chapin Hall Working Paper

CS-16 $5.00

This report summarizes the findings of a year-long study aimed at providing an empirically based description of decision making by workers and supervisors of the Illinois Department of Children and Family Services in Cook County in cases of child abuse and neglect. The report presents an overview of the process of handling cases of child abuse and neglect, examines in detail several key decisions that affect the outcomes of cases, and presents some overall observations about the decision-making process. The report includes a full description of the methodology employed and is illustrated with flowcharts.

### Using Information Technology to Improve the Integration and Monitoring of the Human Services

Sponsor: Ford Foundation
Staff: Matthew Stagner, Tracey Deutsch
Year completed: 1992

### Adolescents in Child Welfare Systems

Sponsor: National Academy of Sciences
Staff: Robert Goerge
Year completed: 1992

### Social Service Needs of Older Adolescent DCFS Wards

Sponsor: Illinois Department of Children and Family Services
Staff: Robert Goerge, Ruth Osuch
Year completed: 1992

### Youth Service System

Sponsor: Joyce Foundation
Staff: Kirsten Gronbjerg
Year completed: 1988

### Child Welfare in Illinois: "Reflections of a Displaced Bureaucrat"

Sponsor: John D. and Catherine T. MacArthur Foundation
Staff: Roland Kulla
Year completed: 1988

### DCFS Community Services

Sponsor: Illinois Department of Children and Family Services
Staff: Roxille Glasco
Year completed: 1990

### Collaborative Effort to Provide Research to Operating Agencies

Sponsor: Frederick E. and Ida M. Hummel Foundation
Staff: Harold Richman, Matthew Stagner
Year completed: 1990

### Comprehensive Study of State and State-Supported Services to Children and Families in Oklahoma

Sponsor: State of Oklahoma
Staff: Harold Richman
Year completed: 1988

### Michigan File Creation Project

Sponsor: Skillman Foundation
Project Staff: Robert Goerge
Year completed: 1991

## *Other Publications*

### Child Welfare Reform, Managed Care, and Community Reinvestment

*Fred Wulczyn*

Published in *Children & Their Families in Big Cities: Strategies for Service Reform,* Alfred Kahn and Sheila Kamerman, editors, 1996

Despite the mandate of the Adoption Assistance and Child Welfare Act of 1980, the child welfare system has focused its efforts mainly on foster care services rather than prevention. The author sketches a picture of the current state of child welfare services in New York City, noting the tendency of the system to function on a fee-for-service basis and to deliver services without regard to community boundaries.

Noting these problems, and the clustering of service provision in certain neighborhoods, the author argues for a fundamental reorientation of the system to a managed care approach. This approach would deliver services within the community by allotting capitated payments, which could be used for a range of services and would allow preventive programs to be undertaken more readily by service providers. A managed care system would increase flexibility in the system and help refocus attention on the outcome of these services.

Published by:
Cross-National Studies Research Program
Columbia University School of Social Work
622 West 118th Street
New York, NY 10025
Phone: 212/854-5444
Fax: 212/854-4320
$14.00

### The Family, Welfare, and Homelessness

*Peter Rossi 1990*
A Chapin Hall Working Paper
CS-23 $5.00

This essay describes homelessness as a symptom and result of other problems in American life, places the rise in homelessness in a historical context, and compares the homeless population with the population of extremely poor people who are housed. The author finds that the homeless population at the turn of the decade was characterized not only by relative youth and a high proportion of minorities, but also by high rates of alcoholism, drug abuse, and mental disability and by the absence of sustaining family ties. The essay analyzes the adequacy of policies at that time and recommends others that might alleviate homelessness in the United States. Published with permission of the *Notre Dame Journal of Law, Ethics, and Public Policy*, where the essay first appeared.

### Social Services for Children: Recent Trends and Implications

*Harold Richman, Matthew Stagner 1986*
A Chapin Hall Working Paper
CS-07 $5.00

Deinstitutionalization had a significant and enduring impact on the way that children with special needs are cared for in this country. This paper explores factors impeding the provision of social services to children outside institutional settings and puts forward a concept of "social care" that the authors identified as having potential to help social service agencies respond more effectively to the needs of the young.

### Children in an Aging Society: Treasured Resource or Forgotten Minority?

*Harold Richman, Matthew Stagner 1986*
Reprint from *Daedalus*
CS-06 $5.00

Children are making up an ever-smaller proportion of the nation's population. The authors explore the implications of this trend for children and children's policy. As other segments of the population grow, will the needs of children be neglected? Or will children, as an increasingly precious element of society, become the focus of more intense concern and care? How might children's policy best be formulated under these conditions?

### Child Welfare in Sociological and Historical Perspective

*Mark Testa 1985*
A Chapin Hall Working Paper
CS-05 $5.00

This paper presents an overview of the development of child welfare in the United States, from the removal of children from almshouses in the nineteenth century to the extension of due-process rights to juveniles in the 1967 Gault decision. The social trends and concepts that have informed child welfare are analyzed, and issues relevant to the future of child welfare policy are discussed.

## The Juvenile Court

### Illinois Juvenile Court Improvement Project Assessment

*Sheila Merry, Robert Goerge, Clark Peters, Maria Minor, Ruth Osuch*

Chapin Hall was engaged by the Citizens Committee on the Juvenile Court (acting as an agent for the Illinois Supreme Court) to examine the effectiveness of the Illinois juvenile courts. Of particular concern to the project Steering Committee were issues of timeliness, including whether juvenile courts meet federal and state statutory guidelines for timely permanence, whether meeting those guidelines does indeed foster timely permanence, and which court practices and procedures enhance and which hinder a court's ability to meet the guidelines. Illinois has 102 counties and twenty-two judicial circuits, but one circuit composed of a single county—Cook County—accounts for 75 percent of the 50,000 Illinois children in substitute care. In recognition of this disparity, the Citizens Committee chose to authorize a two-part assessment. Cook County was targeted for an in-depth examination, while the remainder of the state was subject to a more general examination.

The Cook County exploration employed three methods of inquiry: the observation of courtroom procedures, analysis of administrative data, and interviews with court personnel. The statewide assessment was based on courtroom observation and interviews with court personnel in four counties and on a survey of judges fielded in twenty-one judicial circuits. The four county courts visited were selected because the populations they serve embody much of the demographic variation found in Illinois and, along with the Cook County Court, these courts help illustrate the different challenges faced by juvenile courts and the different strategies with which the courts respond.

This research will be used by the sponsors in developing an action plan for court improvement. Funds for this project were awarded to the Illinois Supreme Court by the U.S. Department of Health and Human Services. Associated publications listed below. 1996.

### Timeliness and Delay in the Cook County Juvenile Court Child Protection Division

*Sheila Merry, Clark Peters, Robert Goerge, Ruth Osuch, Maria Minor, Stephen Budde 1997*

A Chapin Hall Discussion Paper

CS-45 $8.00

This paper reviews Chapin Hall's analysis of timeliness in the Circuit Court of Cook County's Child Protection Division in completing the sequence of hearings and adjudications necessary to achieve permanence (either through permanent placement or family reunification) for children who are abused or neglected by their parents. It also identifies practices and procedures that appear to influence (positively or negatively) the Court's ability to achieve timely permanence for children. The analysis found that, although the Court is not, overall, in compliance with statutory timeliness guidelines, substantial progress has been made in improving compliance over the last few years and the improvement seems to be continuing.

Furthermore, the study found that the Court was not effective in moving toward permanent homes for children in a timely fashion once they have been placed in the custody of the Illinois Department of Children and Family Services. Interestingly, meeting statutory guidelines for timeliness was negatively associated with achieving a timely permanent placement. This negative association may be due to the small number of adoptions completed and the Court's tendency to delay cases where there is a perception that a return home is at all possible.

### Child Abuse and Neglect Proceedings in Illinois Jurisdictions Outside Cook County

*Clark Peters, Sheila Merry 1997*

A Chapin Hall Discussion Paper

CS-46 $8.00

This paper examines Illinois judicial circuits outside Cook County as part of the Illinois Court Improvement Project in order to identify issues and concerns that affect the ability of these jurisdictions to achieve "timely permanence" for children who have been abused or neglected by their parents. Researchers identified a number of factors worthy of additional attention:

- The difficulty of implementing in small, rural jurisdictions statutes and policies developed primarily to respond to conditions in Cook County
- Problems of coordination among counties
- A wide disparity in the likelihood of legal representation among jurisdictions
- Geographic isolation
- Scarcity and narrow range of services to meet the needs of children and families
- Confusion and frustration associated with requirements for "notice" and "diligent search"
- A perception of excessive emphasis on family reunification
- Lack of clear commitment to permanency hearings as envisioned by statute
- Problems during the process of termination of parental rights
- Limited access among court professionals to current information regarding juvenile law
- Lack of management information systems to monitor and report on active cases

## Earlier Projects and Related Publications

### Court Case Mediation

Sponsor: Los Angeles County

Staff: Roland Kulla

Year completed: 1990

### Judicial Review of Children in Substitute Care

Sponsor: American Judicature Society, National Science Foundation

Staff: Mary Ann Hartnett, John Schuerman

Year completed: 1989

### Judicial Review of Children in Substitute Care

*Mary Ann Hartnett 1991*

A Chapin Hall Working Paper

CS-28 $5.00

Juvenile courts must work to strike a balance between promoting the safety and well-being of children and respecting due process and the rights of families. This study examined two juvenile courts in Illinois that serve demographically similar children and families, but whose counties (Cook and St. Clair) have significantly different records concerning duration in foster care.

# Managed Care

### Child Welfare Managed Care Forum

*Fred Wulczyn, Robert Goerge*

There is rising interest in adaptation of the health industry's use of managed care to the delivery of human services. In particular, there is interest in managed care as a potential solution to the fiscal and programmatic problems of the child welfare system. Chapin Hall is managing a research forum on emerging issues in managed care, which involves a variety of participants in the field, including those from the traditional child welfare system who have thus far had limited participation in the managed care debate. Project activities include leadership development through technical assistance, policy analysis, program development, and implementation research. In addition, Chapin Hall is hosting leadership institutes and policy seminars for legislative and program leaders at the national and state levels to discuss the development of managed care and to highlight opportunities for reform. The forum is supported by the Edna McConnell Clark Foundation and the Foundation for Child Development. 2001.

## Managed Care Consultation/New York City

*Fred Wulczyn, Eileen Sheu*

Managed care is a strategy gaining increasing currency in the human services sector. Drawing on prior studies, Chapin Hall is helping the city of New York's Administration for Children's Services develop a comprehensive managed care plan for children living in foster care. The plan, among the first of its kind in the United States, will strive to integrate management and fiscal reform with neighborhood-based service strategies. The project also involves an analysis of the fiscal implications of the plan for the city and the state, the development of a system of accountability to track client outcomes, and an analysis of the potential impact of the plan on service delivery. Associated publication listed below. 1997.

### New York City Task Force on Foster Care Performance Standards

*Fred Wulczyn, Stephen Budde*

In the fall of 1996, the Comptroller of New York City created a Task Force charged with developing outcomes and performance standards for the city's foster care system. The report on the Task Force's findings provides an overview of selected foster care outcomes in three domains: system performance (continuity of care), child and family well-being, and client satisfaction. In addition, the plan makes operational recommendations for tracking outcomes over time. It also includes a summary of the methodological issues associated with tracking outcomes and a summary of relevant literature.

The Foundation for Child Development provided funding for the writing of the report, which was published in May of 1997 and presented to the Commissioner of the Administration for Children's Services. 1997.

To order copies of the report, contact:
New York City Comptroller
1 Centre Street, Room 526
New York, New York 10007
Phone: 212/669-3747

## New Strategies for Funding Child Welfare Reform

*Fred Wulczyn, Robert Goerge*

With bipartisan desire to fundamentally alter the nation's child welfare system, the pace of reform has quickened. Many child welfare experts and policymakers now feel that family-focused, community-based programs may prevent costly foster care placements. States around the country are experimenting with programs aimed at increasing the efficiency and efficacy of the child welfare system through alternatives to foster care. However, despite these efforts, the nation continues to spend far more of its limited resources on foster care than on preventive services. Experience in the human services sector indicates that the goal of prevention will be realized only if resources are allocated differently. For this reason, Chapin Hall, with the support of the Annie E. Casey Foundation, is delivering on-site technical assistance to states contemplating fiscal reform—such as the use of managed care strategies—as an integral part of larger reform initiatives. In addition to site-specific work, Chapin Hall is also conducting leadership institutes and state policy seminars for child welfare leaders to broaden interest in system reform that incorporates fiscal restructuring. Associated publication listed below. 1998.

### Setting Capitated Rates for Child Welfare Programs

*Fred Wulczyn, Eileen Sheu 1997*
A Chapin Hall Discussion Paper
CS-47 $6.00

The current context in which child welfare services must operate is characterized by decreasing resources, increasing need for services, and calls for cost containment and system reform. In order to survive in this new reality, foster care agencies will have to reexamine their use of resources to ensure that the best possible outcomes are achieved for the children in their care.

The authors of this paper suggest that managed care, most often used in health care delivery, is a potentially useful approach for foster care agencies. The two aspects most relevant are capitation of funds (in which a limited reimbursement for costs is accepted in exchange for flexibility in service delivery), and service review (with the expectation that increased attention to the process of care as well as to expenditures will result in lowered costs).

Unlike the current fee-for-service system, managed care funds are obtained prospectively, permitting the agency to engage in long-range planning for the allocation of resources—and to choose to purchase alternative services as well as foster care. This paper discusses issues related to setting a capitation rate and how to estimate the maximum rate of expenditure permissible for solvency under the proposed capitation rate.

### The Core Child Welfare Database/New York City

*Fred Wulczyn, Britany Orlebeke, Eileen Sheu*

The Commissioner of the New York City Administration for Children's Services (ACS) instituted a broad reform plan in December 1996. The plan emphasizes creating neighborhood-based approaches to planning and delivering services, using managed care strategies, monitoring program outcomes, and reviewing the performance of agencies under contract to ACS. Effective planning and execution of these reforms require significantly more information about children's and families' experiences with these focuses in the child welfare system than is currently available to ACS. With the support of the Annie E. Casey Foundation, Chapin Hall is working with ACS to create a Core Child Welfare Database that addresses this need for information by integrating existing data from a number of sources, including the city's foster care tracking system, the child abuse and neglect registry, the facility datafiles used to monitor service providers, and the United States Census. The database will make the information more accessible for program planning and monitoring, fiscal analysis, and research. The project has three phases. In the first phase, Chapin Hall, drawing on its experience developing the Integrated Database on Children's Services in Illinois (see p. 5), is providing technical support in the construction of the database. The Center will then assist ACS administrators, program managers, and field staff in the effective use of the database. Finally, Chapin Hall will provide support to ACS in the employment of the database for program development and for special research projects. 1998.

### Managed Care and Child Welfare Reform: Assessing Progress and Developing an Evaluation Framework

*Fred Wulczyn, Britany Orlebeke*

Building on Chapin Hall's studies of the application of managed care strategies to the child welfare system, the Center is looking closely at how to evaluate the effectiveness of such strategies in relation to the goals of the system. To do this, researchers will conduct case studies of four state and local efforts to use managed care principles and techniques to orchestrate system reform of child protection programs, such as foster care and adoption services. In the second phase of the project, Chapin Hall will hold a research conference for members of the research, policy, advocacy, and service provider communities to begin to identify and then prioritize key evaluation questions and their implications for program evaluation designs. The two phases of the project will be described in separate monographs. Support provided by an anonymous donor. 1998.

## Substitute Care and Adoption

### Multistate Foster Care Data Archive

*Robert Goerge, Fred Wulczyn, Allen Harden*

Extending the methods developed for the Illinois Integrated Database on Children's Services (see p. 5), Chapin Hall has established the Multistate Foster Care Data Archive. The Archive is a database including foster care career histories for all children placed in state-supported substitute care living arrangements in seven states. Currently, the Archive contains at least seven years of data from the following states: California, Illinois, Michigan, Missouri, New York, Florida, and Texas. These states are home to approximately one-half of the nations' foster children. Records for at least three more states will be added to the Archive before 1998.

The Archive is constructed from data that are extracted directly from the computerized administrative information systems operated by each state's child welfare agency. Raw records from the states are reprocessed into comparable and flexible analytic structures at Chapin Hall; these include longitudinal information at the individual level. Analysis of Archive data is designed to support policy and practice by helping researchers, policymakers, and service providers understand issues such as caseload dynamics, placement duration, multiple placements, reentry, and case outcomes across states, over time, and between communities. Sponsored by the U.S. Department of Health and Human Services, Administration on Children and Families. Associated publications listed below. Ongoing.

### A Report from the Multistate Foster Care Data Archive: Foster Care Dynamics 1983–1992

*Robert Goerge, Fred Wulczyn, Allen Harden 1994*
A Chapin Hall Report
CS-30 $10.00

### An Update from the Multistate Foster Care Data Archive: Foster Care Dynamics 1983–1993

*Robert Goerge, Fred Wulczyn, Allen Harden 1995*
A Chapin Hall Report
CS-34 $8.00 (Superseded by CS-48)

### An Update from the Multistate Foster Care Data Archive: Foster Care Dynamics 1983-1994

*Fred Wulczyn, Allen Harden, Robert Goerge 1997*
A Chapin Hall Report
CS-48 $8.00

The authors of these three reports describe and compare the foster care populations of six states (California, Illinois, Michigan, New York, Texas, and Missouri), which, taken together, house approximately half of the nation's foster care caseload. The reports provide policymakers, legislators, and agency administrators with a body of information about significant trends of the last decade that will help them to weigh the effectiveness of current child welfare policy and program administration.

Among the findings:

- Foster care caseloads have more than doubled since 1983.
- Year to year, admissions to care have been more dynamic than discharges; first admissions to care have been more dynamic than discharges or reentries.
- In the observed cases of extremely rapid short-term growth in foster care caseloads, most activity has been concentrated in the states' major urban centers.
- Much of the recent growth in the foster care population has involved the placement of children with relatives. Although children in kinship placements tend to stay in care longer, they are less likely to reenter care following discharge.
- Overall, infants and young children are the fastest-growing segment of the foster care population. Almost one-fourth of all children who entered care between 1990 and 1992 did so before their first birthdays, and these children tend to remain in foster care longer than older children.
- Almost two-thirds of the children who are discharged from foster care are reunified with their families, and most reunifications occur within two years of the child's removal from home. After two years, the likelihood of family reunification decreases sharply.
- Approximately 10 to 15 percent of the children discharged from foster care are adopted. Children who enter foster care as infants are more likely to be adopted than children who enter at older ages.
- A substantial number of the children who enter foster care become long-term clients of the child welfare system: over one-third of the children currently in care have been in care for over 30 months.

### New Comparative Insights into States and Their Foster Children

*Robert Goerge, Fred Wulczyn, Allen Harden 1996*
Reprint from *Public Welfare*
CS-42 $5.00

This article provides an overview of the content and capabilities of the Multistate Foster Care Data Archive. Using this database, the authors examine the overall trends in five states and break down the growth by state and by urban area. The study looks specifically at the years 1983-93, in which the foster care population grew substantially.

## Tracking Children from Report to Reunification: Developing a Core Set of Data Related to Child Welfare

*Robert Goerge, John Van Voorhis, Lisa Sanfilippo, Allen Harden*

The two principal divisions in state child welfare systems—child protection and child welfare services—usually operate in isolation from one another. When there is no exchange of information between these two major functions—the investigations by child protection and the service provision of caseworkers—it is impossible to fully understand the effectiveness of the child welfare system. Chapin Hall has, for the first time, linked child protective services data (data on abuse and neglect investigations) with child welfare services data (data on foster care and other services that children and families receive) in three states: Illinois, Michigan, and Missouri.

The linked data will help researchers to understand what happens between the first receipt of a report that a child has been abused or neglected and the child's receipt of services. It will also illuminate how a child's history of abuse and neglect is related to the child's receiving services. The indicators developed and analyzed using the event-history method include elapsed time between important events (initial report, investigation, indication, case opening, placement, reunification, and discharge) in the human service careers of children and families; the analysis includes crosstabulations of the numbers of children experiencing each of these events and the outcomes of the events. This project drew on data in the Multistate Foster Care Data Archive being constructed at Chapin Hall (see p. 16). Phase I included data from Illinois and

Michigan and was completed in 1995. Phase II also included data from Missouri. The project was supported by the Office of the Assistant Secretary for Planning and Evaluation of the U.S. Department of Health and Human Services. 1996.

### Characteristics of Informal Kinship Care

*Allen Harden, Robert Goerge, Mairead Reidy, David Koepke*

The large and growing number of children needing substitute care, along with the desire to minimize disruption in children's lives, has led to a rise in the use of kinship care—the placement of children with relatives rather than with foster parents unknown to them. In response to a task order from the U.S. Department of Health and Human Services Assistant Secretary for Planing and Evaluation, Chapin Hall and the Urban Institute have attempted to construct an accurate picture of the number of children in kinship care in the United States using currently available data sources. This project provides the best information to date on the number of children in kinship care, the characteristics of these families, the duration of care, the differences among families involved in formal and informal arrangements, and the trends in these areas over time. Associated publication listed below. 1996.

#### Informal and Formal Kinship Care

*Allen Harden, Rebecca Clark, Karen Maguire (Urban Institute) 1997*

A Chapin Hall Working Paper

CS-49 $10.00

This working paper presents the results of a study of kinship care in the United States that attempts to illuminate this increasingly important policy issue. Particular importance was attached to developing information that could support comparison between *formal* kinship care arrangements (that is, foster care provided by relatives under the auspices of the state) and *informal* kinship arrangements (all other caregiving provided by relatives in the absence of a parent).

Researchers used currently available data sources, including twelve years of the Current Population Survey, the 1990 Census of Population, the Integrated Database on Children's Services in Illinois (IDB) developed and maintained at Chapin Hall (see p. 4), and Chapin Hall's Foster Care Data Archive (see p. 15). This paper first describes national patterns and trends in kinship care, providing the best information to date on the number of children in kinship care in four states—California, Illinois, New York, and Missouri. Although levels of kinship care were similar across all four states, the study found that levels of formal foster care varied dramatically, that informal kinship care was the far more common form of care, and that younger children in kinship care were more likely than older children to be in formal kinship care. Within each state, the analysis compared the levels of formal and informal kinship care in the urban versus nonurban areas, and with regard to formal kinship foster care, looked at the effect of race (in urban and nonurban areas) on the prevalence of this phenomenon.

Finally, the project focused on formal and informal kinship care dynamics in Illinois. Drawing on the comprehensive and detailed data in Chapin Hall's IDB, researchers were able to compare characteristics, and track changes in those statuses, of children in informal and formal kinship care settings and their caregivers, such as receipt of AFDC, race, region of residence, gender, and age.

This study adds greater depth and detail to the picture that can be drawn with any one of the data sources used for the study, and will be critically important within the realm of child welfare policy and in the context of the development and provision of family supports and of welfare reform.

### Caring for Children Who Need Out-of-Home Placement

*Joan Costello*

The prevailing wisdom in the child welfare field is that family care is the most desirable option for children who require placement in substitute care, particularly children age 10 and younger. The Milbank Memorial Fund asked Chapin Hall to examine this proposition and the issues surrounding placement of children outside of their homes. The project identified the factors that argue in favor of family care and those that might make group care a more desirable option, and reviewed the many forms of both family and group care and their advantages and disadvantages for different populations of children. These issues were explored in five different contexts: comparative perspectives, historical developments, individual differences, developmental stages, and relevant populations.

Researchers also outlined the complexity and difficulty of providing quality care for children whose families cannot or will not care for them, in addition to the impact different types of substitute care can have on the lives of these children. The Board and staff of the Milbank Memorial Fund used the study findings to inform their funding policies and decisions. 1995.

### California Foster Care Population Analysis

*Fred Wulczyn*

Chapin Hall undertook a brief analysis to assess the duration and costs of foster care placement in Sacramento County, California. The study focused particularly on young children in foster homes and older children placed in group care facilities. The project was supported by the U.S. General Accounting Office. 1996.

### A Study of Adoption Disruption and Displacement in Illinois

*Robert Goerge, Eboni Howard, David Yu*

Adoption is supposed to end uncertainty about a child's future and to replace involvement in the child welfare system with membership in a family. However, the path to adoption is not always smooth, and completed adoptions are not always final.

Adoption disruption refers to the return of a child from an adoptive placement to the child welfare agency before the adoption has been legalized; displacement refers to the break-up of such a relationship after a legal adoption has occurred. Using the Integrated Database on Children's Services in Illinois (see p. 5), Chapin Hall researchers investigated the incidence of adoption disruption and displacement as well as several characteristics that relate to adoption outcomes, including family and child demographics, a child's experience of abuse or neglect, and the amount of time a child is in foster care.

Using a technique called "probabilistic record linkage," Chapin Hall researchers were able to reliably identify disrupted and displaced adoptions in Illinois's child welfare records and to search these children's foster care careers for related characteristics without intruding into the lives of the children or their families. The research team determined Illinois disruption and displacement rates of 12 percent and 4 percent respectively. They also determined which characteristics had the strongest influence on disruption and displacement: the age of the child at placement or adoption and the number of years a child has spent in care before placement or adoption. The findings of this study will enable the child welfare field to better understand which adoption cases are most likely to fail. The project is one of Chapin Hall's activities as a National Child Welfare Research Center (see p. 64). Associated publication listed below. 1995.

**Adoption Disruption, and Displacement: The Illinois Child Welfare System, 1976-94**

*Robert Goerge, Eboni Howard, David Yu 1995*
A Chapin Hall Working Paper
CS-35 $5.00

Although promoting successful adoptions is an important goal for the child welfare system, a significant number of such efforts fail. Each year, children who have been legally adopted, or who are living in adoptive placements with the expectation of being adopted, experience the breakdown of these arrangements. The authors of this study employed an administrative dataset comprising all children admitted to the custody of the Illinois Department of Children and Family Services between January 1976, and August 1994 to document the incidence of adoption disruptions and displacements in the Illinois child welfare system.

The study yielded three primary observations, on which the authors hope to expand through research in other states. Since the passage of the Adoption Assistance and Child Welfare Act (PL 96-272) in 1980—which mandated permanency planning for every child in state custody, leading courts and agencies to pursue adoption as a goal for children unlikely to be reunified with their families—the number of adoptions and adoptive placements have substantially increased, while the failures of adoptions and adoptive placements have declined. The study also demonstrates that adoption disruption, which refers to a breakdown before the adoption has been legalized, and adoption displacement, which describes the rupture of such a relationship after a legal adoption has been completed, occur at different rates, and that risk is different in certain segments of the population. The study confirmed the centrality of certain risk factors identified in earlier studies, such as age and length of placement.

## Earlier Projects and Related Publications

### Information Systems of the Pew Children's Initiative: Technical Assistance

Sponsor: Pew Charitable Trusts
Staff: Robert Goerge
Year completed: 1994

### Data Necessary to Support National Policy Functions in Foster Care and Adoption

Sponsor: U.S. Senate Advisory Committee on Adoption and Foster Care
Staff: Mark Testa
Year completed: 1987

**Data Necessary to Support National Policy Functions in Foster Care and Adoption**

*Mark Testa 1987*
A Chapin Hall Working Paper
CS-11 $5.00

Prepared for the Senate Advisory Committee on Adoption and Foster Care Information, this essay describes the data collection required to provide a basis for national policy functions in foster care and adoption. The author suggests a model: a limited set of quantitative indicators that would enable federal policymakers to make informed decisions about the impact of existing policies and programs. Methodological aspects of collecting and maintaining data on a national scale are also discussed.

### Child Foster Care Welfare Reform Project

Sponsor: Annie E. Casey Foundation
Staff: Roland Kulla
Year completed: 1992

### Advocate Home Network Demonstration in Illinois

Sponsor: Illinois Department of Children and Family Services
Staff: Joan Costello
Year completed: 1989

#### The Advocate Home Network Demonstration in Illinois

*Joan Costello 1989*
A Chapin Hall Working Paper
CS-17 $5.00

This paper explores the effects of implementing in Illinois an innovative program of foster homes that operate in a quasi-extended family network within a community. The model was developed in Ohio for therapeutic foster care of disturbed and delinquent youth, but applied to homeless youth in Illinois. In addition to addressing issues related to the "transfer of technology" from one site to another, the study examines whether the model of therapeutic foster care used was effective in preparing homeless youth for independence.

### Residential Schools for Children Revisited

Sponsor: Commonwealth Fund of New York
Staff: Joan Costello
Year completed: 1990

### Foster Care Outcomes Since the Passage of P.L. 96-272

Sponsor: U.S. Government Accounting Office
Staff: Robert Goerge
Year completed: 1990

### Effects of Caseworker Activity on Outcomes of Foster Children

Sponsor: U.S. Department of Health and Human Services
Staff: Robert Goerge
Year completed: 1992

### Policy and Resource Factors in the Achievement of Permanency for Foster Children in Illinois

Sponsor: U.S. Department of Health and Human Services, Administration on Children, Youth, and Families
Staff: Mark Testa, Robert Goerge
Year completed: 1988

#### Policy and Resource Factors in the Achievement of Permanency for Foster Children in Illinois

*Mark Testa, Robert Goerge 1988*
A Chapin Hall Working Paper
CS-14 $5.00

This paper presents the findings of an analysis of longitudinal child-tracking and financial data for a 1-in-40 sample of Illinois children in foster care between 1976 and 1986. The purpose of the analysis was to begin to assess the consequences of the Adoption Assistance and Child Welfare Act of 1980 (P.L. 96-272) by looking at lengths of placement and rates of reunification and reentry in a single large state. The analysis offers insights into the ways P.L. 96-272 may be affecting children's chances of achieving permanent placements.

### Public Policy and the Dynamics of Foster Care: A Multistate Study of Placement Histories

Sponsor: U.S. Department of Health and Human Services, Assistant Secretary for Planning and Evaluation
Staff: Robert Goerge, Fred Wulczyn
Year completed: 1991

#### Placement Duration and Foster Care Reentry in New York and Illinois

*Robert Goerge, Fred Wulczyn 1990*
Chapin Hall Working Papers
Vol. 1 (Report) CS-24 $10.00
Vol. 2 (Tables) CS-25 $5.00

Volume 1 contains the text of the report with selected tables. Volume 2 presents supplementary tables. Volumes may be purchased separately or together.

The Adoption Assistance and Child Welfare Act of 1980 (P.L. 96-272) established procedural requirements intended to alleviate abuses in the foster care system. This report looks at how well foster care systems are serving children, their families, and families who adopt over a decade later. Using administrative data on the foster care populations in New York from 1982-89 and in Illinois from 1976-88, this study analyzes lengths of stay and reentry of children into foster care.

### Financial and Service Determinants of Children's Careers in Substitute Care

Sponsor: U.S. Department of Health and Human Services
Staff: Mark Testa, Robert Goerge
Year completed: 1990

### Foster Care Placement: The Child's Perspective

Sponsor: Dr. Scholl Foundation
Staff: Harold Richman, Penny Johnson
Year completed: 1988

**Family Foster Care Placement: The Child's Perspective**

*Penny Ruff Johnson, Carol Yoken, Ron Voss 1995*

Reprint from *Child Welfare*

CS-36 $5.00

The authors examine the experience of placement in foster care from the point of view of the children placed (95 children aged 11 to 14 years), with a focus on the process by which children are removed from the home of their biological parents. The article covers children's understanding of the circumstances necessitating placement (and changes in placement); the effect of changes in school, friends, and neighborhood; the importance to the child of the caseworker; and the children's own thoughts and opinions about their futures, the role of the state, and the use of family foster care. The article underscores the need to provide children with information about their situations to reduce the trauma of placement.

### The Reunification Process in Substitute Care

Sponsor: Internally funded

Staff: Robert Goerge

Year completed: 1990

**The Reunification Process in Substitute Care**

*Robert Goerge 1990*

A reprint from *Social Service Review* (Fall 1990)

CS-26 $5.00

This analysis focused on the movement of foster children through foster care placements and back to the homes of their parents, specifically exploring how the probability of reunification changes with duration in substitute care. Using a statistical method known as event-history analysis, the author shows that the probability of reunification greatly decreases after the first few weeks in placement, that the greatest decrease in the probability of reunification occurs for abused and neglected children, and that the home of a relative provides the most stable placement.

### Special Education Needs of Foster Children

Sponsor: The Spencer Foundation

Staff: Robert Goerge

Year completed: 1991

## *Other Publications*

**Geographic Analysis of Foster Care Placement: Implications of Home-of-Relative Care**

*Robert Goerge, Allen Harden, Bong Joo Lee, Stephen Meyer 1995*

A Chapin Hall Working Paper

CS-37 $ 5.00

A substantial proportion of the Chicago children placed in the custody of the state do not, in fact, move from their pre-placement addresses; these children are in home-of-relative, or kinship, care. This is the principal finding of a study initiated at the request of the Illinois Department of Children and Family Services and drawing on Chapin Hall's Integrated Database on Children's Services in Illinois (see p. 5). The authors highlight this issue because keeping children in the same residence in which they experienced abuse or neglect may offer benefits in terms of familiarity and continuity, but it raises issues about their current and future safety.

Still, many agencies consider placing children with relatives to be good practice. In addition, given the difficulty of finding a suitable licensed foster home, it is convenient. In Illinois, kinship care has been integrated into the foster care system, and foster home approval standards have been relaxed so that relatives can more easily qualify as foster parents. Because kinship care providers were, at the time of publication, remunerated at the same rate as foster care providers, there were additional incentives to enter this sort of arrangement. The state cannot, however, claim as much federal reimbursement for home-of-relative care as it can for conventional foster care, and these placements tend to be of longer duration.

## Papers Prepared for the Illinois Facilities Fund

This series of Chapin Hall Working Papers examines issues related to planning residential care facilities for children who are in substitute care. The four papers discuss the historical and contemporary ideas that have influenced the planning of residential care facilities, the state of the art in residential care, residential care capacity and use in Illinois, and factors that may affect future need. 1989.

**Vol. 1: The Context for Planning Residential Care Facilities in Illinois**

*Sheila Merry*

CS-18 $5.00

**Vol. 2: Substitute Care: The State of the Art**

*Sheila Merry*

CS-19 $5.00

### ☐ Vol. 3: Group Residential Care in the Illinois Department of Children and Family Services: Children and Providers in the 1980s

*Matthew Stagner, Sheila Merry, Clark Peters*

CS-20 $5.00

### ☐ Vol. 4: The State of Residential Care in the State of Illinois

*Sheila Merry*

CS-21 $5.00

### ☐ Substitute Care in Illinois: 1977-1988

*Robert Goerge, Susan Smith 1990*

A Chapin Hall Working Paper

CS-27 $5.00

This paper continues and expands the analysis of the Illinois substitute care population begun in 1985 with Chapin Hall's *State of the Child* (see pgs. 24–25 and 27). The 1985 report found that there were significant differences between minority and white children in the foster care experience, and that there were significant differences between Chicago and the balance of the state in patterns of placement duration and reentry. This study confirmed the existence of these patterns. It also found that growth in the number of African American children entering substitute care was a factor in the overall increase in the substitute care caseload. The report examines changes in the composition of the substitute care population in terms of age, race/ethnicity, and length of time in care, and provides an extensive comparison of substitute care caseloads in Cook County and the balance of the state.

### ☐ Caring for Adolescents in Care: An Action Plan for Illinois

*Sheila Merry 1987*

A Chapin Hall Working Paper

CS-10 $5.00

This work grew out of the author's travels throughout the United States and Great Britain as a Community Service Fellow of the Chicago Community Trust. Both an action plan and a resource book, the essay presents the author's ideas for better meeting the needs of adolescents who come to the attention of the state; it also profiles programs offering innovative adolescent services.

### ☐ The Children of the State

*Joan Gittens*

These publications present histories tracing significant changes in the way Illinois has perceived and responded to children's needs from the early days of statehood to the present.

Vol. 1: Child Labor Reform and Education in Illinois, 1818–1980s

**Vol. 2: Dependent Children in Illinois, 1818-1980s**

**Vol. 3: Delinquent Children in Illinois, 1818-1980s**

Volumes 1 and 2 are superseded by *Poor Relations: Children of the State of Illinois 1818-1990* (Urbana, University of Illinois Press, 1994, xi, 295 p.). Volume 3 is available from National Opinion Research Center, 1155 E. 60th St., Chicago, IL 60637.

# Family Preservation and Family Support

### The National Evaluation of Family Preservation Services

*John Schuerman, Peter Rossi*

Chapin Hall is participating in a national evaluation of family preservation programs created by the Omnibus Budget Reconciliation Act (OBRA), passed by Congress in 1993. OBRA established a five-year capped entitlement program to states for family preservation and family support services totaling nearly $1 billion. As the five-year program period draws to a close, this evaluation is expected to play a key role in national and state decisions about the future of family preservation services. About 500 families in each of five sites throughout the country have been selected for the study of causal connections between interventions and outcomes. These families have been randomly assigned either to a treatment group that receives family preservation services or to a control group that does not receive family preservation services but receives other child welfare services. The evaluation includes extensive interviews with investigating workers, caseworkers, and caretakers of each family while families are receiving services and after the conclusion of service provision. The data will be gathered for twenty-four months after families enroll in the study. The combination of qualitative and quantitative analysis should enable Chapin Hall and its collaborators, Westat, Inc. and James Bell Associates, to provide a comprehensive picture of family preservation services and their effects. The project is funded by the U.S. Department of Health and Human Services, Assistant Secretary for Planning and Evaluation. 2000.

### The History and Future of Family Preservation

*Harold Richman, Clark Peters, Susan Campbell*

The Edna McConnell Clark Foundation, a long-time investor in the field of family preservation, has refocused its grantmaking for children toward child protection. As part of the legacy of its work in family preservation, the Foundation is committed to an examination of the development of the field of family preservation. The Foundation has asked Chapin Hall to assist in this analysis, offering the Center a unique opportunity to explore the development of family preservation as an idea and as a practice.

Chapin Hall has consulted with a group of experts in the field to frame the questions to be asked and papers to be written as part of this project. These papers will focus on such matters as the history, practice, policy implications, evaluation, and future of family preservation. Following the development of the various papers, a conference of experts in the field will be convened to discuss the issues raised and framed. Finally, a book drawing on both the papers and the conference will be published. 1998.

### Evaluation of the Family First Placement Prevention Program

*John Schuerman, Tina Rzepnicki, Julia Littell*

The largest evaluation of family preservation services to date at the time it was conducted, this project has had significant impact on federal and state thinking about programs to prevent the placement of children in substitute care. Like family preservation programs in other states, the Illinois Family First Program sought to provide short-term, intensive, in-home services to families as an alternative to the removal of a child from the home. The scale of the program in Illinois, and variations in its content and structure in various locales, offered an excellent opportunity to better understand what features of family preservation work and why. The evaluation included randomized assignment of families to either Family First or regular services of the Illinois Department of Children and Family Services. A longitudinal survey of a subsample of parents in the program and control groups was also completed. The evaluation tested the effects of family preservation services on subsequent maltreatment and out-of-home placement of children, a wide range of measures of child and family well-being, and further service utilization by clients. This project was funded by the Illinois Department of Children and Family Services and the U.S. Department of Health and Human Services, Administration for Children and Families. Associated publication listed below. 1993.

### Putting Families First: An Experiment in Family Preservation

*John Schuerman, Tina Rzepnicki, Julia Littell 1994*

Published by Aldine de Gruyter

*Putting Families First* considers the efficacy of family preservation programs in the context of Chapin Hall's large-scale evaluation of Illinois's Family First program. Based on the results of their evaluation, the authors offer a new approach to reforming the child welfare system. They suggest that family preservation services should constitute only one component in a comprehensive reform effort, which should also include improvements in the foster care system and more refined decision making about cases. In addition, this comprehensive reform effort must also address the societal problems contributing to the crisis in child welfare—problems such as inadequate housing, the epidemic of substance abuse, and community violence.

Published by Aldine de Gruyter
200 Saw Mill River Road
Hawthorne, NY 10532

Send $49.95 for cloth (ISBN 0-202-36091-1), $27.95 for paper (ISBN 0-202-36092-X). Please add $4.00 postage and handling for the first book ordered and $1.00 for each additional book. New York residents, please add sales tax.

### Evaluation of Family Reunification Services Provided Under the Illinois Family First Program

*John Schuerman, Tina Rzepnicki, Penny Johnson*

Illinois's Family First program was designed both to prevent placement of children in substitute care and to support the return of children to their homes after a period in substitute care. This evaluation of the reunification component of Family First determined the extent to which family reunification services provided through the program resulted in the return home of children placed in substitute care, especially compared to the reunification outcomes of families provided with regular services of the Illinois Department of Children and Family Services. Results indicate that the proportion of families reunited (46 percent of the families had at least one child returned home while the family was in the program) was somewhat less than had been hoped, but was higher than that for the comparison group of families that did not receive the services. Though these results must be viewed cautiously, they are encouraging and suggest the further development of these programs. Using the results, the researchers provided recommendations for new ways to conceptualize reunification programs. This project was funded by the Illinois Department of Children and Family Services. Associated publication listed below. 1994.

**Facing Uncertainty: Reuniting High-Risk Families**

Tina Rzepnicki, John Schuerman, Penny Johnson
Published in *Child Welfare Research Review* (volume two)
R. P. Barth, J. D. Berrick, N. Gilbert, editors
Published by Columbia University Press
562 West 113th Street
New York, New York 10025
Phone: 212/666-1000

### What Works Best for Whom in Family Preservation?

*Julia Littell, John Schuerman, Amy Chak*

Findings from the Chapin Hall studies of family preservation's effects on placement prevention and reunification suggested that there were significant differences among subgroups in the effects produced by various aspects of these programs. Subgroups were defined to represent major problems that lead to families' involvement in child welfare, including substance abuse, inadequate and dangerous housing conditions, mental illness, and poor parenting skills. Using data from their evaluation of the Illinois Family First Placement Prevention Program (see p. 23), the researchers examined relationships between service characteristics and outcomes for each of these groups. For example, researchers explored the effects of the duration, amounts, and types of services on the risk of out-of-home placement and on the recurrence of child maltreatment for families in each group. This project was sponsored by an anonymous donor. Associated publication listed below. 1994.

**What Works Best for Whom in Family Preservation? Relationships Between Service Characteristics and Outcomes for Selected Subgroups of Families**

*Julia Littell, John Schuerman, Amy Chak 1994*
A Chapin Hall Working Paper
CS-31 $10.00

This paper details the results of Chapin Hall's examination of subgroups of cases in the Illinois Family First program. Among the findings detailed in the papers: family preservation programs in Chicago increased the risk of placement for cases with cocaine-exposed infants and reduced the risk of maltreatment in a subgroup of families with child care skill deficits; however, outside of Chicago, the program reduced the likelihood of placement among families with both housing and cocaine problems, and increased placement among families with child care skill deficits. These findings suggest that policymakers should encourage the flexible use of family preservation services rather than attempting to prescribe or standardize their features.

## Earlier Projects and Related Publications

### Family Support Act: Implications for Children in Poverty

Sponsor: Foundation for Child Development
Staff: P. Lindsay Chase-Lansdale
Year Completed: 1989

### *Other Publications*

**Best Interests and Family Preservation in America**

*John Schuerman 1997*
A Chapin Hall Discussion Paper
CS-44 $6.00

There has been widespread acceptance in the United States of the principles of family preservation as congruent with the best interests of children in situations of abuse and neglect. Acceptance of those principles is now breaking down. This paper discusses the "best interest" ideas articulated by Joseph Goldstein, Anna Freud, and Albert Solnit in *Before the Best Interests of the Child* and *Beyond the Best Interests of the Child*, comparing those ideas with the principles underlying child welfare decision making in the United States. These principles are: reasonable efforts, permanency planning, and the least restrictive alternative. The author addresses some of what goes wrong in the implementation of the U.S. principles, particularly as manifested in the family preservation ideal.

The paper was originally presented at the conference "In the Best Interest of the Child" in 1996 at the Sigmund Freud Center for Psychoanalysis of the Hebrew University of Jerusalem, and will be included in the conference proceedings, to be published by Jason Aronson Publishers.

## Child Health and Well-Being

For information on Chapin Hall's international projects concerned with child well-being, see p. 62.

### The State of the Child

*Robert Goerge, Bong Joo Lee, Jacqueline Moore, Susan Campbell*

As we approach the millennium, we are witnessing dramatic changes in social policy governing human services and other programs for children and families at both the federal and state levels. Many states are planning and implementing reforms in the areas of education, income maintenance, health care, services for abused and neglected children and their families, and services to children with disabilities. As a result of increased state responsibility and flexibility, children's experiences in the welfare and human services systems have changed and are expected to change even more in the years to come. How children fare under the new wave of reforms will depend on how individual states respond to their new responsibilities and the broader social and economic environment.

The *State of the Child* report will take a comprehensive look at the current condition of Illinois children in the closing years of this century and will serve as a key information source for those planning policy and program reforms affecting children. The new volume, like the 1980 and 1985 *State of the Child* reports (see p. 27), will focus on *children*—rather than programs or institutions—and will include favorable indicators as well as those that reflect children's deficits or problems. The report will include information on such topics as: child demographics, changing family structures, child welfare, children's health, children with special needs, childhood poverty, youth and violence, education, primary supports, and children's habitat. Despite its focus on Illinois children, the report's relevance will extend to other states confronting many of the same challenges in caring for children. Kraft Foods, Inc. has made a lead grant in support of this project and other support is being sought among Illinois foundations. 1998.

### Behavioral Treatment of Drug Abuse in Pregnant Women

*Jacqueline Moore*

Studies have shown that women who abuse drugs during pregnancy are more likely to have children with a variety of health and behavioral problems. The University of Texas, with the support of the National Institutes of Health, is conducting a study to identify effective ways to help pregnant women who abuse drugs to reduce or eliminate their use and to improve their prenatal health. As part of this examination, Chapin Hall is exploring how prenatal drug exposure affects the cognitive and social development of infants and how caregiver sensitivity can enhance the development of such infants. The study, which involves interviewing women who used drugs during pregnancy and videotaping them interacting with their children, focuses on the mother's childrearing history and knowledge and her perceptions of and sensitivity to her child. 1997.

### Mental Health Services Utilization of Foster Children

*Robert Goerge, Tom Pavkov, Maria Minor*

This study identified the factors that lead to a foster child's psychiatric hospitalization or placement in other restrictive mental health settings during childhood, adolescence, and young adulthood. Through analysis of longitudinal, individual-level information from Illinois child welfare, mental health, and Medicaid agencies, researchers determined the effects of handicaps, diagnoses, placement, residential care, abuse and neglect histories, demographic and family characteristics, and other community- and group-level indicators on transitions into restrictive mental health service settings. The study population was composed of over 140,000 Illinois foster children, up to age 21, who were removed from the custody of their parents for reasons of abuse, neglect, abandonment, child behavior, or dependency between 1985 and 1994. These children were 55 percent minority, 67 percent AFDC-eligible, and predominantly from single-parent families.

Conducted in cooperation with the Illinois Departments of Mental Health and Developmental Disabilities and Children and Family Services, this collaboration was in the same spirit as the Public Academic Liaison program initiated by the National Institute of Mental Health, which is intended to develop collaborative working relationships between the academic and public mental health service sectors. In collaboration with these agencies, Chapin Hall researchers have linked computerized administrative data on children's services to form an integrated database on foster care and mental health services. Using the database, the research team aimed to: (1) describe the sequence, timing, and duration of mental health services that foster children experience throughout their child welfare careers; (2) construct a mathematical model of the transition of foster children from community-based care to institutions providing mental health services; and (3) help state policymakers use research results as a planning tool for children's mental health services. 1996.

### Service Utilization and Characteristics of Disabled Children

*Robert Goerge, Lucy Mackey Bilaver, Bong Joo Lee, Allison Gordley Harris*

Chapin Hall researchers embarked in 1994 on an examination of demographic and socioeconomic characteristics and human service utilization of disabled children in Illinois. Children with disabilities (including but not limited to physical, emotional, and developmental disabilities) were eligible to receive services including income assistance in the form of Supplemental Security Income, health insurance through Medicaid, early intervention programs administered by both the Department of Mental Health and Developmental Disabilities and the Board of Education, and special education programs through the schools.

Using the Integrated Database on Children's Services in Illinois and its unique advantages for cross-system analyses of whole populations (see p. 5), the study included all children identified in administrative records as receiving one or more of these services. The analysis described trends over a five-year period (July 1989 to June 1994) in demographic characteristics of disabled children, the extent to which socioeconomic characteristics related to child disability, and the utilization of multiple services by disabled children. The study was funded by the U.S. Department of Health and Human Services (HHS). By analyzing events during one time period of changing policies that greatly affected the services used by children with disabilities, researchers were able to draw on the experience of the past in order to assist HHS and the disability field in designing services in another era of changing policy. 1996.

### Evaluation of the Illinois Family Assistance Program

*Robert Goerge, Maria Minor, Ruth Osuch*

The Family Assistance Plan (FAP), established by the passage of Illinois House Bill 69, was designed to help families of children with severe emotional or developmental disabilities take care of their children in their own homes, avoiding placements outside the home, and to reduce the stress experienced by such families. The vehicles for this support were a cash stipend of about $420 a month and optional case management services. The Illinois Department of Mental Health and Developmental Disabilities asked Chapin Hall to evaluate the program over a four-year period. The evaluation focused on the characteristics of the children and families enrolled in the program, the families' use of formal and informal supports, the relief afforded by the subsidy for families meeting their children's special needs, and the families' decisions regarding out-of-home care. The evaluation also included an emphasis on the transition of families from FAP to the Home-Based Support Services Program, available to families when their children reach age 18.

In conducting the evaluation, Chapin Hall used a variety of methods, including administrative data analysis, interviews with families no longer participating in FAP, interviews with service providers, and a survey of two groups of families, one participating in the program and one not participating. Associated publication listed below. 1995.

#### Cash Subsidy Payments to Families with Children with Disabilities

*Robert Goerge, Maria Minor, Ruth Osuch 1995*

A Chapin Hall Working Paper

CS-38 $5.00

The authors provide information about the ways in which family support programs work for families, based on a four-year evaluation of the Family Assistance Program in Illinois. FAP provides cash subsidies to families of children with severe emotional disturbances or developmental disabilities. According to the report, this program reduced the need for families to face the costly and emotionally taxing decision to place their children in residential care, especially with long-term involvement. The program helped families to meet their individual needs and bolstered parental self-esteem and greater closeness among family members.

### Neuropsychological Factors in Programming for Severely Emotionally Disturbed Children and Adolescents

*Joan Costello, Patricia Berg, Jane Barden*

In recent years, scientists' understanding of neurobiological contributions to serious behavioral and mental health problems in children and youth has grown substantially. This project explored common ground between this expanded scientific knowledge base and a variety of programs that are widely applauded as helpful to reclaiming and redirecting the lives of disturbed children and youth. The project was funded by Mrs. Robert Mayer. Associated publication listed below. 1994.

#### Neuropsychological Factors in Programming for Severely Emotionally Disturbed Children and Adolescents

*Joan Costello, Patricia Berg, Jane Barden 1996*

A Chapin Hall Working Paper

CS-43 $5.00

Focusing on young people who have never developed—or who have lost—essential social competencies or the ability to regulate their emotions, impulses, and actions, the authors have examined numerous programs that serve these children. Their goal is to provoke discussion among researchers and policymakers about how neurobiological knowledge can be used to improve the effectiveness of interventions. Children and youth who are relatively unresponsive to the usual psychological and medical interventions for emotional and behavioral disturbance appear to share many symptoms with persons who have sustained certain kinds of brain injuries and with some developmentally disabled individuals. Intrigued by the similarities in behavioral patterns among these groups, the authors explore the possibility that programs and technologies that appear to be effective may achieve their success by responding to children's neuropsychological characteristics.

### Kids Count

*Robert Goerge, Bong Joo Lee, David Yu, Mairead Reidy*

Voices for Illinois Children, a statewide, multi-issue, not-for-profit action group for children, publishes *Illinois Kids Count* and its companion, *Chicago Kids Count*. *Chicago Kids Count* is a community-by-community profile of child well-being in each of Chicago's seventy-seven neighborhoods. The project profiles twelve indicators of child well-being under the categories of education, health, economic security, and special needs. Drawing on the Integrated Database on Children's Services in Illinois (see p. 5), Chapin Hall was able to provide Voices for Illinois Children with data for five of the indicators from 1992 to 1994: infant mortality, low birthweight, abuse and neglect, foster care, and new families at risk. In 1995, Chapin Hall contributed data on a new indicator, the multiple service use of children in Illinois, comparing 1990 and 1995. Completed annually from 1992. Associated publication listed below. 1996.

*Illinois Kids Count*
Published by Voices for Illinois Children
208 S. LaSalle Street, Suite 1580
Chicago, IL 60604
Phone: 312/456-0600
$15.00

## Earlier Projects and Related Publications

### State of the Child

Sponsor: Lloyd A. Fry Foundation
Staff: Mark Testa
Year completed: 1985

**The State of the Child: 1985**
*Mark Testa, Edward Lawlor 1985*
A Chapin Hall Report
CS-04 $10.00

**The State of the Child: 1980**
*Mark Testa, Fred Wulczyn 1980*
A Chapin Hall Report
CS-01 $10.00

The *State of the Child* reports document and analyze trends on a range of indicators illustrating aspects of the condition of children in the state of Illinois. The reports discuss the demographic characteristics of the total child population, its distribution through the state, the composition and characteristics of the families in which children live, and children's economic status, health, and other characteristics. The reports present and analyze data on such topics as infant mortality, child abuse and neglect, children living in poverty, children in substitute care, teen pregnancy and parenthood, and youth alienation. The data presented are drawn from a wide variety of published and unpublished sources, including the 1980 United States Census and administrative data from state agencies. The later report compares the condition of children in 1985 with their condition five years earlier and identifies key policy changes that occurred during the period.

The 1985 report was supported by the Lloyd A. Fry Foundation. The 1980 report was supported by the Chicago Community Trust, Joyce Foundation, and the Ford Foundation.

**Children and the State: Responsibilities and Expenditures**
*Rob Hugi 1983*
A Chapin Hall Report
CS-02 $10.00

A companion to the 1980 the *State of the Child*, this report provides a comprehensive view of the state of Illinois's then-recent efforts on behalf of children. It describes the state's legal responsibilities toward children and the programs and expenditures authorized to meet their needs. The report was written to illuminate trends detailed in the *State of the Child 1980* and to provide a basis for assessing the proper role of the state in children's lives.

Support for Children and the State was provided by the Joyce Foundation, the Chicago Community Trust, the Bush Foundation, the Pittway Charitable Foundation, the John D. and Catherine T. MacArthur Foundation, the Ford Foundation, the Prince Charitable Trusts, the Bowman C. Lingle Trust, the Illinois Departments of Public Aid, Public Health, and Commerce and Community Affairs, and the Illinois Law Enforcement Commission.

### Poverty, Ethnicity, and Health in Chicago

Sponsors: Chicago Community Trust, National Opinion Research Center
Staff: Noah Lewin-Epstein
Year completed: 1989

### Infant Mortality Information and Evaluation Systems Project

Sponsor: The Woodlawn Organization
Staff: Harold Richman
Year completed: 1988

### Support for Families of Children with Disabilities at Home and in the Community

Sponsor: La Rabida Children's Hospital

Staff: Julia Littell, Stephen Grant

Year completed: 1987

### Study of Chronic Illness Among Children in Illinois

Sponsor: Colman Fund for the Well-Being of Children and Youth

Staff: Harold Richman, Elizabeth Kutza, Arthur Kohrman

Year completed: 1986

#### A Study of Chronic Illness Among Children in Illinois

*Elizabeth Kutza, Arthur Kohrman, Harold Richman 1988*

A Chapin Hall Report

CS-15 $10.00

This study, conducted in conjunction with researchers at La Rabida Children's Hospital and Research Center, was one of the first to systematically analyze the extent and nature of chronic illness among Illinois children and to identify the difficulties that children and families face in dealing with chronic illness. Ways to improve social services to chronically ill children and their families are discussed.

### Mental Health Planning for Emotionally Handicapped Children in Illinois

Sponsor: Office of the Governor

Staff: Joan Costello, Robert Goerge

Year completed: 1989

#### Mental-Health Planning for Emotionally Handicapped Children in Illinois

*Joan Costello, Robert Goerge, Rebecca Krantz 1989*

A Chapin Hall Working Paper

CS-22 $10.00

Commissioned by the Office of the Governor, this paper assesses the need for child mental health services in Illinois and describes how that need might be addressed by government and other responsible parties. It examines the state's progress toward a community-based system of mental health services and discusses what further action is needed. The appendix, "Data Requirements for Planning Child and Adolescent Mental Health Services in Illinois," describes the administrative data available to construct a picture of the mental health needs of children in Illinois.

### System of Care for Emotionally Disturbed Children

Sponsor: Illinois Department of Mental Health and Developmental Disabilities

Staff: Roland Kulla

Year completed: 1988

### Social Support for Adolescent Mothers: Pregnancy, School Completion, and Remaining in the Parental Home

Sponsor: U.S. Department of Health and Human Services

Staff: Mark Testa, Linda Bowen

Year completed: 1987

#### The Social Support of Adolescent Mothers: Pregnancy, School Completion, and Remaining in the Parental Home

*Mark Testa, Linda Bowen 1987*

A Chapin Hall Working Paper

CS-12 $5.00

This paper presents the results of a longitudinal study that sought to identify factors associated with adolescent welfare mothers' ability to achieve self-sufficiency. Through analysis of a probability sample of 575 AFDC recipients living in Cook County in 1981, the study explored the degree to which informal and formal social supports mediate the disruptive effects of adolescent childbirth on the process of educational attainment and independent household formation among groups of African American, Puerto Rican, Hispanic, and non-Hispanic white adolescent females receiving AFDC.

### Study on Diversion of Youth in the Community-Based Youth Service System

Sponsor: Illinois Department of Children and Family Services

Staff: Irving Spergel, Mary Ann Hartnett

Year completed: 1990

## *Other Publications*

#### Community-Based Mental Health Services and State Hospital Reentry Among Illinois Youth: A Longitudinal Analysis

*Thomas Pavkov, Robert Goerge, Bong Joo Lee 1995*

A Chapin Hall Working Paper

CS-39 $5.00

This paper focuses on the efficacy of community-based mental health services in reducing the reentry of children and adolescents to inpatient psychiatric treatment in state hospitals, and seeks to identify risk factors associated with such reentry. The authors used data covering the five-year period 1987-92 from the Integrated Database on Children's Services in Illinois (see p. 5).

Four primary findings emerged from the study: the availability of community-based mental health services is associated with decreased probability of hospital reentry; children admitted to the hospital at younger ages have a higher likelihood of reentry; length of psychiatric hospitalization is positively related to higher probabilities of rehospitalization; and conduct symptomatology increases the likelihood of hospital reentry, while a diagnosis of Attention Deficit Hyperactivity Disorder or atypical depression decreases the likelihood of reentry. The study was funded by the National Institute of Mental Health and has been the subject of two recent articles in the *Journal of Child and Family Studies:* "State Hospital Reentry Among Youth: A Longitudinal Analyses" (Vol. 6, No. 3, 1994) and "Predictors of Length of Stay Among Youths Hospitalized in State Hospitals in Illinois" (Vol. 6, No. 2, 1997).

## Evaluation of the Illinois Department of Public Aid Young Parent Program

*John Schuerman, Fred Wulczyn, Naomi Farber 1984*
A Chapin Hall Working Paper
CS-03 $5.00

The long-term objectives of the Young Parent Program were to reduce dependency and promote effective family planning among teenage parents on public aid. The program's services included assistance in returning to school, vocational training and job placement, training in English as a second language, birth control education and referral, and parent education. The evaluation consisted of a randomized experiment with an implementation component designed to assess the program's evolution over time.

# YOUTH DEVELOPMENT

Some communities and neighborhoods overflow with opportunities for the children and families who live there to learn, play, and make connections with each other and with the larger world. In such places, arts and cultural activities, organized sports, social clubs, drop-in centers, parks, libraries, museums, community centers, parades, fairs, or other civic events are features of everyday neighborhood life.

These community opportunities, termed primary supports, can make important contributions to the well-being of young people, enhancing the quality of lives and promoting the healthy development of all children, adolescents, and families. Primary supports can steer children and adolescents away from unhealthy and risky behavior by providing safer, more productive, and more rewarding challenges, as well as caring, mentoring relationships between adult leaders and engaged young people. Primary supports can also foster community networks, anchored by friendships among children and connections among their parents or guardians.

Recreation and sports leagues are primary supports that enhance physical vitality, help young people develop their capacity for endurance, and promote self-discipline. Activities such as music classes, art lessons, and museum workshops can sharpen young intellects and provide new perspectives through which young people can examine their pasts and potential futures. Opportunities for youth entrepreneurship and community service can provide connections to the larger world and ways to explore interests and strengths.

During recent decades, the decline of income level and of the social and physical infrastructures in many neighborhoods has been paralleled by an increased need for specialized, categorical services aimed at particular social ills, such as substance addiction, school-age childbearing, and violence. These problem-oriented services have drawn an increasing portion of the funds available for programming to support children, youth, and families.

At the same time, libraries and museums have cut evening and weekend hours and have curtailed special programs. Municipal swimming pools and amateur sports leagues have been overwhelmed by staff, maintenance, and insurance costs. Deteriorating park field houses are often shuttered in the evening, and the surrounding parks may be unsafe at any time. Urban church congregations age, their numbers dwindle, and their afterschool and evening youth programming disappears.

Nearly a decade ago, Chapin Hall researchers began to study the noncategorical community opportunities that can help children gain competencies, enhance and foster normal development, support family functioning, and bolster community. We created the term "primary supports" to characterize them. "Primary" refers to two attributes of these resources, first, their fundamental role in supporting development for all children, and second, their relationship to the next tier of supports and services—those specialized, treatment-oriented interventions designed to respond to children with serious problems. They are the human services analog of primary care or basic services that are a central element of medical care and education.

Chapin Hall is developing a field of study that explores how primary supports are used by children and families and analyzes how they complement the work of categorical social services and that of other community actors and institutions. Below, in the section **Developing A Field**, we report on projects that seek to gather knowledge of the variety, distribution, and financial foundations of primary supports in order to understand the role they play, or can play, as developmental and preventive measures. This ongoing conceptual work is currently anchored by a series of studies, supported by the Elizabeth Morse Charitable Trust, aimed at building knowledge about primary supports in Chicago, exploring the ideas behind them, and examining the issues associated with viewing them as a more unified endeavor.

This work grows from earlier projects, including an investigation of children's services in Chicago conducted in the late 1980s and early 1990s with the support of the Chicago Community Trust. That project resulted in strategies for comprehensive consideration of both problem-oriented services and primary supports as neighborhood resources. A Trust-sponsored neighborhood initiative also grew out of the project, and Chapin Hall is documenting that initiative as it unfolds.

Other recent work has focused on individual primary supports programs—recording activities, analyzing the evolution of operating practices, assessing performance, and providing feedback, all with the aim of illuminating how primary supports work and their value to children and families. Such projects are detailed in the **Program Development, Documentation, and Evaluation** section. Here we describe investigations that vary widely in size and purpose. One effort involves documenting the Community Trust's $30 million, multisite initiative aimed at creating a comprehensive support network in several target neighborhoods. Another effort evaluates a program that seeks to build competencies in young people by making grants to youth-generated community service projects in a single Chicago neighborhood.

Unlike professionals in child care, youth workers—those who work directly with young people in after-school, recreation, and other programs—do not have established standards for training and performance. Increased interest in developing ways to establish standards and in measuring the quality of training programs has recently led to collective efforts among youth-serving organizations across the United States to define the purposes, principles, and practices of youth work. Efforts detailed in the **Professional Development** section below include Chapin Hall's part in the exploration of the feasibility and benefits of developing training standards for youth workers, what training methods might be applied to suit the varied purposes of youth organizations, the merits of a youth-worker credentialing process, and other issues. One result of this work is that Center findings are now being used to help develop training standards. This project is one of several recent efforts focused on different aspects of youth worker professional development at Chapin Hall supported by the DeWitt Wallace-Reader's Digest Fund.

50

# Developing A Field

## Primary Supports: Developing a Field of Research and Action for Children, Families, and Communities

*Joan Costello, Harold Richman, Robert Halpern, Sheila Merry, Diana Mendley Rauner, Sunil Garg, Gary Barker, Stephen Baker, Adrienne Falcon, Jennifer Fenton, Amelia Kohm, William Mollard*

*Primary supports* is a term developed at Chapin Hall to provide both an overarching concept and a single name for a range of rich and diverse, but largely disconnected, activities, services, and institutions that support the development of children and youth. These include afterschool programs; organized sports; art and drama groups; the resources of neighborhood and civic institutions such as libraries, parks, museums, and community centers; and opportunities for youth to be entrepreneurial and contribute to their communities. Chapin Hall researchers were interested in calling attention to the often-underacknowledged potential of these supports—not only for children and youth, but also for the families and communities in which they live. They were interested as well in understanding how primary supports work, especially when they are most successful, and whether their potential could be increased by having the largely disparate activities come together with a sense of common enterprise on behalf of children and youth, and by connecting them more closely to the services designed to address problems, such as services for abused and neglected or disabled children.

With the support of the Elizabeth Morse Charitable Trust, Chapin Hall has undertaken an examination of the range of primary supports currently being offered in Chicago, the fundamental ideas underlying primary supports, and the issues associated with viewing them as a more unified endeavor. The Center is seeking to shape a coherent field of research from fragmented information and ideas, a limited body of existing research, and little systematic documentation of these programs and activities. Through a series of studies and related activities, researchers aim to increase understanding of primary supports and their importance in the development of young people.

One study looks broadly at the full range of primary supports offerings in Chicago—including their numbers, character, auspices, and financing—in order to describe the character and resources of a potential primary supports sector or field. Another takes a more focused look at one Chicago community, West Town, which faces many of the hallmark challenges of inner-city neighborhoods—poverty, gang violence, school-age pregnancy—but also has a well-established network of primary supports. In this study, researchers are examining the perceptions of children, parents, and primary support staff members concerning the role of primary supports in promoting young people's capacities for coping and growth; the constraints staff members face in their work; and the value to primary supports of participating in a collaborative of local youth organizations. A third study explores the conceptual underpinnings of primary supports, focusing on the importance of social support—including the role of communities—to the healthy development of children, youth, and families. Center researchers are also examining the organizational and management challenges faced by primary supports, many of which are grassroots programs operating on tight budgets with few staff members. Findings from various studies will be communicated to children and families, service providers, funders, and policymakers to inform debate and decisions on primary supports. 1999.

## Developing a New Approach to Social Services for Children and Families

*Harold Richman, Joan Costello, Joan Wynn, Robert Halpern*

A key idea in Chapin Hall's initial conception of primary supports was that the existing definition of social services should be broadened to include developmentally oriented primary supports. Daycare and afterschool programs, sports teams, parks, libraries, settlement houses, community centers, and other community resources that offer "normative" support to all children would augment the widely recognized components of the children's services system—the traditional "specialized" services, including child welfare, mental health, and juvenile justice—that respond to problems. The research team examined the potential benefits of having primary and specialized services function as part of a community-directed infrastructure of services and supports for children and parents. This elaboration of the primary supports concept was supported by a grant from the Ford Foundation. (See Child and Family Services in Metropolitan Chicago: Documenting the Children, Youth, and Families Initiative for information on the documentation of a major initiative based on the ideas examined in this project, p. 33.) Associated publication listed below. 1994.

### Children, Families, and Communities: A New Approach to Social Services

*Joan Wynn, Joan Costello, Robert Halpern, Harold Richman 1994*

A Chapin Hall Report
PS-10 $12.00

This report explores the potential benefits of a major shift in children's policy—from a focus aimed almost exclusively at reacting to problems to a focus that would both enhance child development and family functioning and respond appropriately to problems as they arise. The report describes in detail the major elements of a reconfigured system of primary supports and social services. Such a system would include the creation of community-based planning and governance groups to launch the process of system development; the enhancement of primary supports to allow them to work more effectively, both separately and as part of a new system; the development of mechanisms to allow collaboration between the largely privately supported primary supports and the largely publicly financed specialized services; the development of organized training opportunities for providers of both specialized social services and primary supports; and the improvement of access to services for children and families. This volume, published with support from the Lilly Endowment, has been in great demand among a range of interested parties, including public policymakers, private service providers, and foundation sponsors of child and family programs. It has also been cited widely in educational, policy, and social resource journals and other publications.

### Caring and Youth Development

*Diana Mendley Rauner*

Caring is clearly an important part of human life. But there is much that we haven't understood about how it contributes, or can be made to contribute, to the development of children and youth; how it can be engendered in children and in the individuals and institutions committed to fostering development; or how it could be shaped and used as a subject of research to illuminate and enhance development. Chapin Hall has worked for the last several years to explore the concept of caring in these ways. This work is related to Chapin Hall's effort to develop the concept of primary supports both in substance and form because caring appears to be an important factor in successful primary support programs.

Chapin Hall's work in this area began with the Lilly Endowment's Research Grants Program on Youth and Caring (see p. 39). It continues with this project, also supported by the Endowment, which is to develop a book on the concept of caring and its importance in youth development. This book will present an argument for elevating the concept of caring to a more central and integral position in public awareness and in discussions about priorities and policies for youth. The book will focus on three key questions: What is caring? What is its relevance both to individual experience and to the workings of society? How might our society become more caring? Although it is hoped that the book will underscore the legitimacy of caring as a research field, it will not be designed exclusively or primarily for researchers. Instead, it will aim to appeal to a range of serious readers who are involved with youth development, through policy or practice or because of personal interest. 1998.

## Program Development, Documentation, and Evaluation

### Child and Family Services in Metropolitan Chicago: Documenting the Children, Youth, and Families Initiative

*Joan Costello, Harold Richman, Joan Wynn, Robert Halpern, Sheila Merry, Gina Barclay-McLaughlin, Ali Abunimah, Stephen Baker, Selma Chipenda-Dansokho, Sunil Garg, Lisa Marie Pickens, William Mollard, Adrienne Falcon*

In its Children, Youth, and Families Initiative, the Chicago Community Trust is supporting social service reform in the Chicago metropolitan area. The Initiative was shaped by Chapin Hall's recommendations in a study conducted by Chapin Hall for the Trust (see Children's Services in Metropolitan Chicago, pgs. 38–39). Through grants for planning and improving services to various communities, the Initiative is creating community-based service infrastructures that can enhance child development and family functioning as well as respond to problems. Building this infrastructure entails creating in communities a collaborative goal-setting and planning capacity, as well as mechanisms that enhance access to services for individual children and parents. By engaging communities on behalf of children and families, the Initiative aims not only to improve and expand resources available to young people, but also to strengthen communities more generally—particularly their ability to collectively plan for and bring about change. The Trust has committed $30 million through the end of the decade to exploring these reforms in Chicago communities. This Initiative is the largest single application to date of Chapin Hall's primary supports concept—including the enhancement of primary supports themselves and their integration into community-directed infrastructures that include specialized services.

Chapin Hall researchers are conducting a process documentation focusing on the evolution of the Initiative, chronicling the progress made and challenges encountered. This work is designed to generate information that will help researchers to refine their ideas about primary supports and will also be useful to sponsors and participants during the ongoing conduct of the Initiative and to others engaged in community-focused reforms. Patricia Berg, Earl Durham, and Layla Suleiman serve as consultants to this project. Associated publications listed below. Ongoing.

### Children, Families, and Communities: Early Lessons from A New Approach to Social Services

*Joan Wynn, Sheila Merry, Patricia Berg 1995*

A Publication of the American Youth Policy Forum

PS-13 $5.00

This report presents observations on the first four years of the Children, Youth, and Families Initiative (see description of the Initiative above), focusing on early lessons learned, including progress made, challenges encountered, and solutions devised. The report begins with brief descriptions of each of the Chicago communities participating in the Initiative, along with information on the status of implementation of the Initiative in each community. It goes on to examine key elements in the Initiative's development.

- Building community governance bodies, including a careful weighing of the issues involved in creating a governance entity from newly collaborating groups as opposed to forming one from existing coalitions
- The progress made and the challenges posed by efforts to develop new services and link existing ones, as well as ways to ensure access to services
- The roles of sponsors and evaluators in comprehensive community initiatives, and the ways in which participants can learn from one another

The report was developed from a presentation by two Chapin Hall researchers and the Chicago Community Trust's Initiative director to a large audience of policymakers at a session in Washington, D.C. sponsored by the American Youth Policy Forum. The Forum published this report to bring an elaboration of the ideas presented to policy audiences nationwide.

### Enhancing Social Services for Children and Families

*Joan Wynn 1995*

Reprint from *Public Welfare*

PS-14 $5.00

Most of the efforts currently underway to reform America's child welfare system accept the existing definitions of social services—including those to address abuse and neglect, mental illness, and other problems—and focus on longstanding problems associated with this set of services: including their deficit orientation, fragmentation, and centralized planning, financing, and control. The author recommends a broader and more fundamental conception of services for children and families, including the incorporation of primary supports, a range of often overlooked resources that can support the development and functioning of children and families and enhance the contributions of public welfare agencies.

The author argues that primary supports, with their development orientation, are equal in importance to treatment-oriented or specialized services. The article illustrates the ways in which various primary supports can not only promote individual capacities for coping and growth, but also provide help and support before the need for specialized services arises.

Drawing on the ideas and experiences of the Chicago Community Trust's Children, Youth, and Families Initiative, the article illustrates the development of three elements necessary to create a community-based system of social services: community planning and governance councils; provider connections through which primary and specialized service providers can come to know each other and work together; and mechanisms that make the existing primary supports and specialized services function as a single system for children and families—primarily mechanisms that enhance access to services.

## Making the Most of Out-of-School Time (MOST) Initiative

*Robert Halpern, Julie Spielberger, Sylvan Robb*

Demographic changes in society have increased the importance of before- and afterschool programs. Shifts in the economy, increased labor force participation by women, increases in single parenting, and weakened neighborhood structures—particularly in poverty-stricken communities—have contributed to the demand for safe places where children can play, learn, and develop during out-of-school time. To respond to this need, the DeWitt Wallace-Reader's Digest Fund initiated MOST, an effort to increase the quality and quantity of before- and after-school care in Boston, Chicago, and Seattle.

The Fund has asked Chapin Hall to conduct a two-and-a-half-year evaluation of the MOST initiative. The evaluation is designed to trace the extent to which, and the pathways through which, MOST strategies in each city come to influence the supply, accessibility, affordability, and quality of school-age care for low-income children. The major research foci include:

- Charting the need or demand for school-age care in each city;
- Describing their "system" of school-age care—who provides what kinds of programs and activities, funding

sources, regulatory framework, support organizations, neighborhood differences

- Analyzing the supply of and patterns of participation in school-age care
- Access to school-age care
- Describing information resources
- Analyzing contributions to program quality—professional development, education, and training; technical assistance; financial support to programs; resource development; facilities improvement
- Documenting system-building activities and collaborative structures
- Documenting public education and advocacy

Center researchers are describing the current status or overall picture of each of these issues; examining MOST strategies in relation to them; and attempting to ascertain the impact of those strategies. (For additional projects and publications focused on professional development in primary supports, see pgs. 37–38.) 1999.

### Profiling Primary Support Programs

*Sheila Merry, Joan Wynn*

A wide variety of primary support programs appear to meet youth needs and build competencies. By identifying and profiling a number of such programs nationwide, this project will illustrate the diversity of primary support programs, the influences they seek to have on youth, and the practices they use in trying to achieve these outcomes. The study also aims to describe the roles primary supports can play as part of a broader structure of supports and services in communities, as well as the obstacles they face. Chapin Hall is collaborating with the Center for Youth Development and Policy Research, a Washington-based research organization on this project, which is supported by the Lilly Endowment. A report is in development. 1998.

### Youth, Community and Service: A Synergy for Chicago

*Harold Richman, David White*

In looking at the status of youth in Chicago and ways to support youth development more effectively, the Mayor's Task Force on Youth Development recommended the establishment of a citywide youth program. (For additional information on the Mayor's Task Force, see YouthNet, p. 36.) Chapin Hall has long recognized that youth—most often viewed as recipients of services and supports—can also serve as valuable resources to their communities. A recent Chapin Hall assessment of the service program in Chicago demonstrated the benefits of such efforts to both young people and their communities. (See Youth as Resources, pgs. 36–37.) Drawing on its experience in examining youth development issues generally and youth service programs specifically, Chapin Hall, with the support of the Chicago Community Trust, is developing recommendations on an approach to involving young people in a citywide community service program. 1997.

### National Urban League Youth Initiative Evaluation

*Ada Skyles, Lisa Marie Pickens, William Mollard*

The National Urban League (NUL), founded in 1910 to assist African Americans in the achievement of social and economic equality, has recently launched the Youth Development Mobilization Initiative. This effort arose from the concerns of the NUL about the bleak realities facing many inner-city youth, a disproportionate number of whom are African American. The Initiative design is based on research demonstrating that constant, supportive, and nurturing interaction between caring adults and young people fosters the healthy development that is indispensable to preparing youth for the future. NUL affiliates in seven cities are currently participating in the Initiative and are developing plans to encourage the adults in their communities to donate time and money to local youth development programs and to become involved in advocacy efforts on behalf of young people. Designing an overall evaluation of the Initiative will present complex challenges because program strategies will differ among participating affiliates. NUL has asked Chapin Hall to help determine evaluation options for the mobilization project. 1997.

### Informal Learning Program

*Michael Spock, Deborah Perry, Sydney Lewis*

Chapin Hall's work in primary supports is premised on the belief that these resources provide important opportunities for children to develop and learn in a rich array of settings. One of these settings is museums. As a way of beginning to explore the role of museums as primary supports for children and as informal learning settings, Chapin Hall researchers have conducted interviews with seventy-five museum professionals about both their own pivotal learning experiences and those of museum users they have observed in the course of their work. The 400 stories they told reflect on both the nature of learning in museums and the way museum people choose to talk about those experiences. In addition, transcripts and an analysis of the most thought-provoking stories will appear in a research report, and will be submitted for journal publication. The program will also produce a series of discussion videotapes for use by museum professionals and others interested in informal learning. The first discussion tape, "Listening to Ourselves: Stories Museum People Tell about Pivotal Learning Experiences in Museums," was produced in 1996.

Another series of exploratory interviews, in which six life-long learners described the pivotal learning experiences of their lives, was conducted, videotaped, and analyzed. A research report based on these interviews entitled, "Passionate Learners," is slated for publication as a Chapin Hall Discussion Paper. These first two components of the program were funded by the Joyce Foundation.

Members of the Informal Learning team are now engaged in two collaborative research programs, one with the Baltimore Children's Museum and the other with the Chicago Historical Society. The team aims to apply some of the Informal Learning Program's preliminary insights to developing systems for helping visitors capitalize on their initial enthusiasm about a topic generated during casual museum experiences and turn that into a sustained learning adventure. This work with the new Baltimore museum will strengthen its primary support role in serving the children and families of a neighboring low-income community. 1997.

### Youth Guidance

*Joan Wynn, Joan Costello*

Youth Guidance is an organization that operates, primarily in schools, to improve the lives of individual students and to contribute to improving the public school system. The agency uses strategies that integrate education with both primary support approaches, such as creative arts programming, and specialized services, such as counseling. Chapin Hall worked with Youth Guidance to define and develop a program of research and evaluation that takes into account the breadth and complexity of the agency's objectives and the mix of strategies used to achieve them. Chapin Hall researchers interviewed staff and others knowledgeable about the agency, visited sites, and reviewed relevant agency materials, in order to understand the methods used by Youth Guidance and the outcomes Youth Guidance is appropriately accountable for, and to define research and evaluation questions that will illuminate the agency's functioning and the range of outcomes it effects. (For more on the relationship of schools to other community resources, see Schools' Connections with Children's Services, Primary Supports, and Communities, p. 57.) 1997.

### YouthNet

*Harold Richman, Sunil Garg, Lisa Marie Pickens, William Mollard*

*Blueprints for Change*, the report of Chicago Mayor Richard M. Daley's Youth Development Task Force, outlined recommendations and strategies to support youth development. The first and most fundamental of these was the development of YouthNet, a neighborhood-based youth development program driven by two principles: first, that healthy development of young people requires services and activities that embrace a positive youth development approach, and, second, that services should be linked in a cohesive infrastructure within communities and across the city to create a "web of supports." Based on these principles, the YouthNet program was developed to offer an alternative to the ways in which Chicago's neighborhoods and city government have traditionally provided activities and services to young people and their families. (For additional information on Chapin Hall's work with the Mayor's Task Force, see Youth, Community and Service: A Synergy for Chicago, p. 35.)

Six pilot sites were selected to launch a trial of the program. The city's Chicago for Youth Office engaged Chapin Hall to document the activities of the sites and to draw lessons for management and program refinement as YouthNet was implemented and considered for replication throughout Chicago. Chapin Hall's analysis focused on issues that emerged across the six sites, as well as the variation among the service networks established at each site. The documentation project was supported by the Polk Bros. Foundation, the John D. and Catherine T. MacArthur Foundation, and the Chicago Community Trust. 1996.

### Youth as Resources

*Joan Costello, Lisa Marie Pickens*

In an effort to take youth seriously as contributors, the Youth as Resources (YAR) program fosters opportunities for young people to give something to their communities by awarding grants, averaging $2,500, to youth-generated community service projects. With the support of several foundations, the program has been replicated in fourteen states as well as Canada and Poland and is currently in its fourth year of operation in Chicago's Grand Boulevard neighborhood. Grand Boulevard is home to the Robert Taylor Homes, a public housing development with approximately 15,000 residents.

At the request of YAR's sponsoring organization, the National Crime Prevention Council, Chapin Hall conducted a study to evaluate the YAR program. The evaluation included: developing impressions about outcomes based on descriptive and observational data; describing and analyzing the motivations, attitudes, and skills of YAR participants in relation to the characteristics YAR intends to foster among youth (such as leadership, responsibility, and problem-solving skills); and analyzing the effectiveness of the YAR model in an urban public housing facility. Participant focus groups and surveys were used to determine the program's effects on self-concept, self-esteem, views of community, and achievement orientation. The researchers also gathered and used demographic information and program data, and looked at program operations. Young people who were participants in YAR were hired by Chapin Hall as research assistants.

The project's most salient finding is that youth and adults in this community, like those in so many other communities across the country, found the YAR model attractive and appealing both as a vehicle to change the image of youth in their community and as a way to engage youth in resolution of community problems. (For more on youth service, see Youth, Community and Service: A Synergy for Chicago, p. 35.) 1996.

# Professional Development

### Training of Youth Development Workers: Evidence of Benefits

*Joan Costello*

Training is an increasingly important part of working life, and lifelong learning is the new norm to improve performance and enable workers in all fields to keep pace with new knowledge, methods, and technological developments. For some fields, such as youth work, this trend is especially critical and challenging. The nascent youth work field has not yet developed a knowledge base on which to train workers. In recent years, those in the youth work field have begun to recognize that effective practice depends on both a knowledge base and workers trained in accordance with it.

The DeWitt Wallace-Reader's Digest Fund asked Chapin Hall to assess the research on benefits of youth worker training to inform the Fund's grantmaking in this area. The project included a description of the current state of knowledge in the field of youth worker training and recommendations for building a better knowledge base. It also focused on answering several key questions on the training of youth workers: whether evidence exists to justify training youth workers, whether we know anything from other fields that can be transferred to youth worker training, and what future steps could be taken to build a research base on the impact of youth worker training.

Chapin Hall researchers concluded that youth work is on the verge of becoming a full-fledged human services field and that paying attention to training now is vital for the development of the field. The researchers recommended several ways to build a knowledge base about youth worker training that could inform the development of the field. Their recommendations included initiating cross-project discussions of youth worker training, establishing an ongoing work group on evaluation of training programs, exploring credentials and career ladders, examining effective youth development programs, studying the youth work labor force, and studying organizational changes necessary to support professionalization of the work force. 1995.

### Review of Grants in Professional Development of Youth Workers

*Prudence Brown, Renae Ogletree, Sunil Garg, Sylvan Robb*

Since 1990, the DeWitt Wallace-Reader's Digest Fund has committed over $37 million to grants in the area of youth worker training and professional development. Chapin Hall was asked by the Fund to conduct a strategic analysis of its grantmaking in this area and to provide recommendations for its future work. In a report to the Fund, Center researchers described and analyzed the Fund's grantmaking in four areas: increasing the competence and retention of current staff; increasing the pool of qualified, diverse, and interested applicants; building the capacity of youth organizations to provide quality services in a time of decreasing resources; and building the field of youth work.

Finding that the Fund's grantmaking had significantly contributed to the development of the youth work field, researchers recommended that the Fund focus on youth-serving organizations that target low-income children and youth and those willing to provide leadership in promoting the field. Among other recommendations, the researchers suggested that the Fund help increase the capacity of community-based organizations to provide training to their youth workers by supporting local training intermediaries that provide staff development to multiple organizations. A summary of Chapin Hall's report, entitled *Strengthening the Youth Work Profession: An Analysis of Lessons Learned from Grantmaking by the DeWitt Wallace-Reader's Digest Fund,* was written by and is available from the DeWitt

Wallace-Reader's Digest Fund, Two Park Avenue, 23rd Floor, New York, NY 10016; 212/251-9700. 1995.

### DeWitt Wallace-Reader's Digest Fund Training Conference

*Renae Ogletree, Eboni Howard*

As a follow-up to Chapin Hall's evaluation of the grantmaking activities of the DeWitt Wallace-Reader's Digest Fund, the Fund asked Chapin Hall staff to organize a conference on the youth work profession. The June 1996 conference was a vehicle for promoting discussion among participants on strategies for staff development and for sharing the results of Chapin Hall's analysis (see project described above). The conference, held in Washington D.C. for over one hundred professionals in the field, centered on the issues raised by Chapin Hall's report, including development of staff training, pros and cons of further professionalization, and public perceptions of youth work. Chapin Hall developed a resource guide, described below, detailing youth worker training programs at organizations supported by the Fund for use at the conference. 1996.

#### Resource Guide: Strengthening the Youth Work Profession

*Renae Ogletree, Sylvan Robb 1996*

A publication of the DeWitt Wallace-Reader's Digest Fund

This guide, produced by Chapin Hall for the DeWitt Wallace-Readers Digest Fund Training Conference, contains descriptions of materials for the development of the youth work field produced by such Fund grantees as Girls Incorporated, Boys and Girls Clubs of America, and Junior Achievement. The materials reviewed in this guide deal with staff development, definition of the professional field of youth work, programming, evaluation, and marketing.

To order contact:
DeWitt Wallace-Reader's Digest Fund
Two Park Avenue, 23rd Floor
New York, NY 10016
Telephone: 212/251-9700

### Standards of Training for Youth Workers

*Renae Ogletree*

Unlike early childhood education, child care, and related fields, the youth work field has not established professional standards for the training of its workers. However, recent collective efforts among youth-serving organizations across the United States to define the purposes, principles, and practices of youth work have resulted in an increased interest in developing ways to establish standards and measure the quality of training programs.

The Center for Youth Development, with the support of the DeWitt Wallace-Reader's Digest Fund, is conducting the BEST program (Building Exemplary Systems for Training Youth Workers), a community-based training program in eight cities. As part of this effort, Chapin Hall is exploring the feasibility and benefits of developing standards for the training of youth workers. The study involves a literature review of the development and use of standards in fields related to youth work as well as interviews with researchers, practitioners, and other professionals focused on youth work. The study will be used by participants in the BEST program in a collective effort to develop standards for youth worker training in the United States. 1997.

## Earlier Projects and Related Publications

### Children's Services in Metropolitan Chicago: The Current System and Alternative Approaches

Sponsor: Chicago Community Trust
Staff: Harold Richman, Joan Costello, Joan Wynn, Stephen Grant, Roland Kulla
Year Completed: 1991

#### Children's Services in Metropolitan Chicago: The Current System and Alternative Approaches

This series examines children's services as they were being offered and had been offered earlier in metropolitan Chicago and proposes an alternative approach. The new approach suggests the integration of services in communities in ways that would aid children and youth with problems while promoting the healthy development of all.

#### Vol. 1: Chicago and its Children: A Brief History of Social Services for Children in Chicago

*Deanna Silberman 1991*

A Chapin Hall Working Paper

PS-06 $5.00

#### Vol. 2: A Demographic Portrait of Children in Chicago

*Stephen Grant, Beth Osborne Daponte 1991*

A Chapin Hall Working Paper

PS-07 $5.00

#### Vol. 3: Children's Social Services in Metropolitan Chicago

*Roland Kulla, Phyllis Richards 1991*

A Chapin Hall Working Paper

PS-08 $5.00

### Vol. 4: Children's Services in Metropolitan Chicago: Directions for the Future

*Harold Richman, Joan Wynn, Joan Costello 1991*

A Chapin Hall Working Paper

PS-09 $5.00

## Lilly Endowment Research Grants Program on Youth and Caring

Sponsor: Lilly Endowment

Staff: Harold Richman, Diana Mendley Rauner, Robert Chaskin

Year completed: 1994

### Youth and Caring: Developing a Field of Inquiry and Practice

*Robert Chaskin, Theresa Hawley 1994*

A Chapin Hall Report

PS-12 Free of charge, courtesy of the Lilly Endowment.

This report summarizes the efforts of the Lilly Endowment's Research Grants Program on Youth and Caring, launched in 1989. The research grants program sought to determine the dimensions and usefulness of the concept of "caring" as a behavioral construct—to map out a new field of inquiry based on the power of this commonly spoken of but underexamined concept, which includes, but is not limited by, such characteristics as empathy, altruism, prosocial behavior, and efficacy. The program was also designed to explore ways in which environments and services can better engender and support caring attitudes and behavior in youth. This was based on a realization that there is something not fully understood that informs and guides successful people, programs, and institutions working with youth, and that "caring" seemed to be a factor recognized in some way as important by youth, teachers, counselors, and administrators. Chapin Hall managed the program on behalf of and with funding from the Lilly Endowment, with assistance from a national advisory committee.

The authors outline the efforts and results of the Youth and Caring Program, which sponsored twenty-three research projects and commissioned eight papers. Scholars from a variety of disciplines wrote on the concept of caring and its value for understanding youth development and informing practice related to youth. Among other topics, they discuss the elements of a caring environment, the role of the family in promoting caring, the protective dimensions of caring for high-risk adolescents, and attempts by researchers to develop measures of caring in youth and to describe personal qualities related to caring.

The report includes a 500-entry, interdisciplinary bibliography, which constitutes the first organized and integrated set of references related to caring. The bibliography covers such broad areas as adolescent development, secondary education, youth development programs, and risk factors and resiliency in youth, as well as more specialized topics such as definitions of caring, prosocial development, and caring in the schools.

### A Kappan Special Section on Youth and Caring

*Robert Chaskin, Diana Mendley Rauner 1995*

Reprint from *Kappan* (May 1995)

PS-15 $5.00

The editors provide an overview of the concept of "caring" as a field of inquiry in child and youth development, describing various research projects funded by the Lilly Endowment as part of their Research Grants Program on Youth and Caring (see publication above), and briefly summarizing their findings. These research projects sought to understand how individuals and institutions can care effectively for young people and develop in them the capacity to care effectively for others. Additional articles in this special issue were authored by Nel Noddings, Joan Lipsitz, and Joyce Epstein, among others. Topics explored in these articles include a rationale for the importance of caring, students' views on caring, the effectiveness of family workshops on caring in a middle school setting, and school/family/community partnerships concerned with caring for children.

### The Contributions of Caring to Community Building

*Rebecca Stone 1997*

A Chapin Hall Working Paper

PS-17 $5.00

This paper presents a preliminary exploration of the usefulness of "caring" as a framework for understanding certain elements of community change, specifically its relevance for the current community-building efforts seeking to reinforce or reinvigorate social, economic, and physical assets of communities for the support of children and families. Chapin Hall researchers have been exploring the apparent connections between caring and community building, and the paper reports on the examination of those linkages with several ongoing community-building efforts. Community building shares with caring some crucial assumptions about the importance of social connectedness to community strength, the need for social participation and involvement to build a sense of belonging, and the values of commitment and reciprocity. Both caring and community building can be seen as inputs to other outcomes, as contexts for successful development, and as orientations for pockets of effort. (For more information on Chapin Hall's work on community-building issues, see the Community Building section of this guide, p. 42.)

## Save the Children's STAR (Serious Teens Acting Responsibly) Program: A Description and Rapid Assessment

Sponsor: Save the Children Federation

Staff: Robert Chaskin, Mark Joseph

Year completed: 1994

### Sports and Recreation Activities for Youth in Chicago

Sponsor: Chicago Community Trust

Staff: Joan Wynn, Laurence Stanton, Diana Mendley Rauner

Year completed: 1993

#### Sports and Recreation for Chicago Youth: Existing Services, Opportunities for Improvement

*Diana Mendley Rauner, Laurence Stanton, Joan Wynn 1994*

A Chapin Hall Working Paper

PS-11 $5.00

It is widely believed that sports and recreation activities contribute much to children's development. Opportunities to engage in these activities, preferably in an organized fashion under the supervision of adults, are generally considered a critical element of positive youth development. In some cities, children might find such activities at their schools or they might join a city recreation league, but Chicago children have been at special risk of finding such activities denied them. In 1992, the Chicago Board of Education threatened to eliminate all funding for sports and extracurricular activities from its budget. At the same time, there was a growing perception that the Park District had failed to provide adequate recreational opportunities for Chicago youth.

Focusing on the Chicago Public Schools and the Chicago Park District, this report, supported by the Chicago Community Trust, is based on thirty-five face-to-face interviews with public school principals and athletic directors, Park District personnel, directors of citywide and local private agencies, community organizers and volunteers, and representatives of civic advocacy and watchdog groups. The researchers analyzed the interview data to present a picture of the current situation and to develop policy recommendations that might improve the availability and quality of activities for youth. The recommendations were used in a reform initiative by the Chicago Park District, and the report was distributed to an audience including the Chicago Community Trust, major public providers of recreational activities, and task forces that have been convened to discuss the needs of youth in Chicago. Although the report focuses on Chicago, it profiles efforts in eight other cities to plan for, provide, and finance recreational activities and other services.

### Recruiting and Training Staff for Primary Supports

Sponsor: Chicago Community Trust

Staff: Joan Costello, Renae Ogletree

Year completed: 1993

### One on One Tutoring

Sponsor: The Walgreen Company

Staff: Joan Costello

Year completed: 1992

#### I Want to Be an Engineer...Like You! A Review of Walgreen's One-on-One Tutoring Program

*Joan Costello 1992*

A Publication by The Walgreen Company

This paper describes a tutoring program for fourth-, fifth-, and sixth-grade boys, funded by The Walgreen Company and operated by the Midtown Center on Chicago's Near West Side. Chapin Hall researchers observed the program in operation, conducted interviews, and administered surveys. They concluded that the program is an exemplary mentoring program, rather than a traditional tutoring program. The program's tutor/mentors serve as role models as well as helping with homework and teaching academic skills. The researchers also conclude that the program is well worth replicating, preferably including an evaluation component.

To order contact:
Jim Pallos
Midtown Educational Foundation
718 S. Loomis Street
Chicago, IL 60607
Telephone: 312/738-8300

### Long-Term Effects of Involvement in Extracurricular Activities During Adolescence: A Secondary Analysis of the High School and Beyond Data

Sponsor: Robert R. McCormick Tribune Foundation

Staff: Julia Littell

Year completed: 1992

### Role of After-School Programs in the Lives of Inner-City Children

Sponsor: Robert R. McCormick Tribune Foundation

Staff: Robert Halpern

Year completed: 1990

#### The Role of After-School Programs in the Lives of Inner-City Children

*Robert Halpern 1991*

A Chapin Hall Working Paper

PS-05 $5.00

An excerpt from this paper appears at the KidsCampaigns Website (www.kidscampaigns.org) maintained by the Benton Foundation.

Through an analysis of nine after school programs run by a major Chicago youth-serving agency, this report explores such questions as: What is an appropriate and viable role for afterschool programs in the lives of inner-city children? Who are the staff? How do afterschool programs in inner-city communities cope with the various pressures they face? The report concludes with the author's impressions about the impact of the afterschool programs on participating children and recommendations for improving these programs.

### Communities and Adolescents: An Exploration of Reciprocal Supports

Sponsor: William T. Grant Foundation

Staff: Joan Wynn

Year completed: 1988

#### Communities and Adolescents: An Exploration of Reciprocal Supports

*Joan Wynn, Harold Richman, Robert Rubenstein, Julia Littell 1987*

A Chapin Hall Working Paper

PS-02 $5.00

This paper examines the role of primary support programs in communities and in promoting the development of youth. The report identifies policy issues related to primary supports and research needed to inform future policy in this area. Also published by the William T. Grant Foundation Commission on Work, Family, and Citizenship.

### Availability and Use of Community Resources for Young Adolescents

Sponsor: William T. Grant Foundation, Robert R. McCormick Tribune Foundation, Kraft Foundation

Staff: Julia Littell, Joan Wynn

Year completed: 1989

#### The Availability and Use of Community Resources for Young Adolescents in an Inner-City and a Suburban Community

*Julia Littell, Joan Wynn 1989*

A Chapin Hall Working Paper

PS-04 $10.00

The authors of this paper started from the position that community resources play an important role in children's lives and that systematic inclusion of these resources in policy planning concerning children would benefit children. Many have observed large disparities in the availability of such resources in affluent as opposed to impoverished communities, but few studies have looked closely at this issue. This working paper presents the results of an exploratory study of resources for sixth, seventh, and eighth graders in two very different communities in the Chicago area. The study was designed to generate insights into the availability, diversity, use, and importance of community resources for middle-school children in an inner-city and a suburban community. Researchers looked at the number of activities available in an average week per 1,000 youth aged 11 to 14 years and found more than three times as many in the suburban community as in the inner-city community. The researchers also explored children's and parents' perceptions of the positive and negative aspects of young people's participation in organized and informal activities, and identified additional resources that children and parents thought were needed in their communities. Drawing on the study findings, the authors began to frame a policy discussion about the use of community resources in enhancing the development of young people, and to develop methods for further research in this area.

### Impact of Liability Insurance Problems on the Delivery of Services to Children

Sponsor: Allstate Foundation

Staff: Joan Wynn

Year completed: 1986

#### The Impact of Liability Insurance Problems on the Delivery of Services to Children: An Intersection of Uncertainties

*Joan Wynn 1988 (revised edition)*

A Chapin Hall Working Paper

PS-03 $10.00

A study of how services to children are affected by exposure to liability and by fluctuations in the availability and cost of liability insurance. The author describes the basic operation of the civil justice system, in which liability claims are adjudicated, and of the insurance industry, in which the roles and terms for insurance are set based on assessing the risk of liability claims. As liability insurance has significant costs and consequences, the author suggests ways that social service providers can individually and together lower exposure to risk and better manage access to and costs of liability insurance. The author defines issues raised by fluctuations in the price and availability of insurance and discusses steps that children's services agencies might take to minimize the adverse effects of fluctuations on service delivery.

### Child Care Needs in Illinois

Sponsor: Illinois Department of Children and Family Services

Staff: Joan Costello

Year completed: 1986

#### Child Day-Care Resources in Illinois

*Joan Costello 1986*

A Chapin Hall Working Paper

PS-01 $10.00

This study was undertaken to aid the development of daycare policies in Illinois. The report assesses changes in demography and labor-force participation that fueled a growing demand for daycare, and surveys the daycare resources in existence at the time the report was written. Legislation relating to the provision of daycare is also discussed.

# COMMUNITY BUILDING

The support that families draw from their communities helps shape children's present and future well-being. Physical, economic, or social isolation may make many families dependent on nearby resources. And, in many cases, those nearby resources may not be adequate to meet the families' needs.

Recent years have seen foundation, social service, primary support, and community development professionals renew an interest in the idea that communities are critical contexts in which families grow. This view holds that communities are key units of geography and of social and economic activity that can act and be acted upon. Spatial and social definitions of "community" vary but in urban areas the neighborhood is often thought to be the essential unit of organization. In rural areas, some other convergence of geographic proximity and human interest might be considered the community.

Private foundations, governments, and other organizations interested in helping communities become more supportive of families have become involved in efforts termed "community building." Community-building efforts seek to make neighborhoods more robust and better able to address a variety of family concerns by creating the conditions and structures that allow a neighborhood's residents to first identify their area's critical social, economic, or infrastructure assets and needs and then bring into being mechanisms that use the assets to address the needs. Community-building approaches tend to strive for comprehensiveness. They are often termed "comprehensive community-building initiatives" and are positioned as alternatives to narrowly targeted development that might bring a teen center to one community and new housing to another.

Because community building emphasizes creating links between individuals and organizations within and outside the community, collaborative structures are often created or adapted to gather the views and harness energies of these individuals and organizations. Other models include initiatives in which much of the planning and decision making is centered in a lead agency, perhaps advised by a board or committee chosen to represent community interests. Community-building efforts often incorporate the idea of community-level governance and insist on taking into account not only the aims of the funders and views of the professionals, but also the lives, views, and potential futures of community residents.

Chapin Hall recognizes the potential power of the ideas that underlie community building. Through research, documentation, evaluation, and analysis focused on the theoretical and operational aspects of community building, Chapin Hall explores the utility and viability of these ideas and helps to create and codify a body of knowledge for researchers, sponsors, advisors, human service workers, and community residents.

The work described in the **Field Development and Information Resources** section below explores the validity of the concept of a "built community" to help foster the intellectual evolution of the community-building field. The challenge of exploring, defining, and synthesizing community building's fundamental issues and generating discussion throughout the field was at the heart of the 1996 volume *Core Issues in Comprehensive Community-Building Initiatives.* For that book, eight essays exploring such issues as underlying theories of neighborhood change, evaluation, and the role of the sponsor were written by Chapin Hall researchers. Each essay was followed by commentary written by persons with a range of perspectives on community building, such as community-building initiative program directors and foundation staff members. A follow-up inquiry focused on the issues of power and race is currently underway.

Chapin Hall researchers are also creating methods to construct an ongoing comprehensive assessment of a community's conditions and dynamics, called an information infrastructure, to help researchers, residents, planners, and evaluators gauge community resources, needs, and progress in a pathbreaking project supported by the MacArthur Foundation.

Chapin Hall evaluates or documents the development and operations of specific community-building projects and organizations both to provide individual initiatives with essential information as they plan or proceed and to add to the knowledge needed to advance the community-building field. This work, described in the **Evaluation and Documentation** section, allows planners to make more reliable plans and better anticipate difficulties, allows managers to monitor work and outcomes and devise new strategies, and allows evaluators to assess effectiveness and progress. It also allows residents, funders, and other stakeholders to learn lessons from other initiatives and to adapt the experiences of one community to the reality of another.

Ongoing work includes the long-term evaluation of the Ford Foundation's multisite Neighborhood and Family Initiative. Chapin Hall staff are also involved in or have recently completed evaluation or documentation projects in several Chicago neighborhoods, and in Baltimore, New York City, and south Florida. In addition, Chapin Hall investigates the community-building role of intermediaries such as settlement houses, which bring together a neighborhood's individual residents and organizations to address shared concerns, and then connect those concerns and the community voice to larger political and social constituencies.

Community revitalization efforts often benefit from community participation and leadership. But, community revitalization usually cannot be accomplished without outside money and other resources as well as the support of local government. In studying **Neighborhood-Based Governance**, Chapin Hall tackles the tensions inherent in such issues as: Who defines "neighborhood" and "community" and what criteria anchor those definitions? Who are a community's stakeholders and how is appropriate representation defined and achieved? How do neighborhood governance entities relate to elected local government? In recent years, Chapin Hall has worked to map the issues connected to these and other questions concerning the roles, responsibilities, and effectiveness of neighborhood governance entities. This work, supported by the Annie E. Casey and Danforth Foundations, has encompassed the perspectives of both the community initiatives and the local governments with which they interact and has lately moved beyond community-building efforts to address other kinds of neighborhood governance structures.

# Field Development and Information Resources

### Comprehensive Community Initiative Measurement Information Project

*Robert Goerge, Eboni Howard, Kristen Seith*

The Aspen Institute's Roundtable on Comprehensive Community Initiatives for Children and Families is developing an interactive, computerized database to serve as an archive of indicators and other measures useful in the evaluation of comprehensive community initiatives (CCIs). As the developers envision the database, it will contain indicators previously used to collect community-level data on topics of interest. The topics include community building, economic development, education reform, housing and physical conditions of the neighborhood, security, and service reform.

Researchers, evaluators, and practitioners from several organizations are collaborating on the development effort. Chapin Hall is conducting a literature review to identify community-level indicators and measures related to service reform, including both problem-oriented services (for example, mental health services or food pantries) and normative services and primary supports (child care, afterschool programs, and community recreation centers). The project researchers are also reviewing theories of change that are either implicit or explicit in the pursuit of service reform. (See p. 47 for other work with the Aspen Institute's Roundtable.)

### Core Issues in Comprehensive Community-Building Initiatives

*Rebecca Stone, Prudence Brown, Robert Chaskin, Joan Wynn, Renae Ogletree, Sunil Garg, Stephen Baker, Mark Joseph, William Mollard, Tim Hacsi, Gayatri Sethi, Lisa Dwyer*

By 1995, the creation of new comprehensive community-building initiatives had outpaced theoretical understanding of community change and other underpinnings of the comprehensive, community-focused approach. In an effort to strengthen the field while analyzing it, Chapin Hall, with funding from the Rockefeller Foundation, drew on its research staff's diverse experience and expertise with community-building initiatives to identify and develop a set of essays addressing core issues in comprehensive community-building efforts for children and families. Associated publication listed below. 1996.

### Core Issues in Comprehensive Community-Building Initiatives

*Rebecca Stone, editor 1996*

CB-06 $12.00

With the recent implementation of a variety of comprehensive community-building strategies nationwide, the need for opportunities to learn from and about these various strategies is acute. Unfortunately, opportunities for such discussion and debate have been few.

To provide a forum for cross-level discussion in the field, Chapin Hall, with support from the Rockefeller Foundation, produced this volume of essays on eight core issues in community-building. The essays were written by Chapin Hall researchers actively exploring the issues in their other projects. Responses to the essay were solicited from outside sources at all levels of community-building research and practice in order to bring a diverse array of voices to the discussion of these issues. The discussion of each issue in the volume, including essays and responses, is designed to be used as a starting point for debate and development of ideas, whether in the planning, practice, or assessment of CCIs.

The chapters in the volume are: Theories of Neighborhood Change; Exploring Visions of "Built" Community; The Role of the Sponsor in CCIs; Neighborhood Governance; Evaluation of CCIs; Community Building and the Economic Context; Building Capacity in CCIs; and Community Organizing and CCIs. *Core Issues* has been widely read and used by practitioners, researchers, foundation staff members, and others in various community development settings. It has also been widely cited, and portions of the text have been reprinted in other forms.

### Core Issues in Comprehensive, Community-Building Initiatives: Exploring Power and Race

*Rebecca Stone*

Following on Chapin Hall's 1996 *Core Issues in Comprehensive Community-Building Initiatives*, this project is exploring the role and influence of power and race in the planning, practice, and evaluation of comprehensive community-building initiatives (CCIs). Power and race were raised as fundamental concerns by the *Core Issues* authors, but the field increasingly acknowledges that, while significant, these issues and their influence remain largely unarticulated. To further explore how power and race affect community revitalization efforts, Chapin Hall will conduct interviews and focus group discussions with stakeholders in CCIs nationwide.

Following this work, Chapin Hall will produce a second *Core Issues* volume, which, like the first, will include essays from both researchers and others with a variety of perspectives. An epilogue to the volume will discuss how the project itself served as a vehicle for generating constructive dialogue around these difficult, sensitive, and often contentious subjects. Benjamin Butler of Community Development Associates is a consultant to Chapin Hall on this project. This project is supported by the Rockefeller Foundation. 1998.

### Capacity Building in Community-Change Efforts

*Robert Chaskin, Prudence Brown, Gina Barclay-McLaughlin, Avis Vidal, Sudhir Venkatesh, William Mollard, Jolyon Wurr*

Over the past decade, community-based approaches have reemerged as a central strategy to promote social change and development. The current generation of such efforts focuses in particular on notions of comprehensive development and the importance of "community building" as both a means to neighborhood transformation and a principal outcome goal. Fundamentally, community building in these efforts involves strengthening the capacity of neighborhood residents, associations, and organizations to identify priorities and opportunities and to work, individually and collectively, to foster and sustain positive neighborhood change. Despite the centrality of the capacity-building concept to community-change efforts, there has been limited clarity about the meaning of "capacity" and "capacity building" at the neighborhood level.

Through interviews, literature reviews, and interactive forums, Chapin Hall researchers aim to develop clear, operational definitions of capacity and capacity building, examine how these concepts are being operationalized in different contexts, and explore approaches to measuring neighborhood capacity. Consultant Avis Vidal is a member of the project team. This project is supported by the Ford and Annie E. Casey foundations. 1998.

### Development of a Community Information Infrastructure

*Ada Skyles, Robert Goerge, Robert Chaskin, Harold Richman, Jacqueline Moore, Bong Joo Lee, John Van Voorhis, Michael Weir, David Yu*

A comprehensive approach to community building requires a great deal of information—information on the needs of the residents, on community and external resources available to meet those needs, and on complex interrelations among various community concerns and institutions. Those who plan and manage community initiatives often lack information critical to designing, implementing, and monitoring efforts. Chapin Hall, with the support of the John D. and Catherine T. MacArthur Foundation, has embarked on an effort to empower community stakeholders to develop more informed strategic plans and evaluation processes for community-based initiatives through the use of "community information infrastructures."

An information infrastructure is designed to use both qualitative and quantitative methods to capture the dynamics of a community and to provide a comprehensive picture of a community's resources. The infrastructure may include data on the personal and social circumstances of neighborhood residents, the social relations among individuals and groups, the economic opportunities made available to residents, the physical neighborhood, and the values, beliefs, and perceptions held by individuals and groups that influence the community.

Sources of this information include existing Census and administrative data from public and private agencies as well as new data, which may be collected by community residents and other community actors. Associated publication listed below. 1996.

**Creation of a Community Information Infrastructure: Capturing the Breadth and Depth of Information Necessary for the Effective Planning, Implementation, and Evaluation of Comprehensive Community Change Efforts**

*Teresa Eckrich Sommer, Prudence Brown, Robert Chaskin, Robert Goerge, Harold Richman, Lesley Slavitt, Sudhir Venkatesh 1996*

A Chapin Hall Working Paper
CB-07 $5.00

This paper discusses the rationales of and strategies for the development of a community information infrastructure. It describes an approach to conceptually "mapping" information about a community in such a way that a detailed, complete picture can be drawn of the circumstances, needs, opportunities, and dynamics of community life. Six interrelated spheres of activity are addressed: physical infrastructure, demography, services, economic organization, social organization, and culture. Data in these spheres are to be a resource developed with and for stakeholders in community-based initiatives taking a holistic approach to the neighborhood. The organization of this project and its data sources, both existing and potential, are reviewed by the authors as a framework for the data collection process.

### Dreams, Goals, and Aspirations: Pathways to Attainment in the Context of Joblessness and Poverty

*Gina Barclay-McLaughlin*

What are the pathways toward employment and out of poverty for longtime residents of low-income urban communities? What roles do their dreams, goals, and aspirations play in shaping those pathways? Chapin Hall is exploring these questions through in-depth interviews with twenty-five residents who have lived an average of twenty years in a public housing development. Interviews focus on their earliest recollections of their dreams and goals and of the support they received from their family and community in working toward these goals. The study findings will be the basis of a chapter for a volume of essays on qualitative research on urban poverty edited by Sheldon Danziger of the University of Michigan. This project is supported by the Annie E. Casey Foundation. 1997.

### HandsNet Comprehensive Strategies Forum

*Rebecca Stone, Sylvan Robb, Kate Bullard*

As an increasing number of communities employ comprehensive, community-building strategies, the need for information on planning, implementing, managing, monitoring, and evaluating these approaches grows. To address this need, Chapin Hall, through a contract with HandsNet, Inc., developed a computer-based, information-sharing forum called Comprehensive Strategies for Children, Youth, and Families.

Comprehensive Strategies has informed numerous community-building efforts and served as a unique resource in an information-weak field. HandsNet is a computer network with a national membership devoted to enhancing information exchange and collaboration among organizations and professionals working in the social welfare and human services fields. The network connects over 4,000 community-based agencies, service providers, research centers, advocacy organizations, grassroots agencies, national membership organizations, and policymakers, allowing for daily information sharing and discussion of a host of different program and policy issues. In 1997, the Comprehensive Strategies Forum has accounted for up to 7 percent of total HandsNet activity, receiving more than 3,000 "hits" monthly.

As manager of the Comprehensive Strategies forum, Chapin Hall has helped to define a dynamic and increasingly important field of research and practice that bridges the worlds of child and family services and community development. In anticipation of changes at HandsNet, which will lead to a Website rather than bulletin board and network approach, Chapin Hall is compiling a sourcebook based on the holdings in the Comprehensive Strategies forum. This sourcebook will be published on the Web in late 1997. Also, leadership of the forum will be changing hands as Chapin Hall's contract period ends. Plans are underway for Chapin Hall to advise on the transition from the current HandsNet forum to an independent, Web-based site serving much the same purpose as the network. The lead agency for the new site was at the time of publication undecided. 1997.

### Effects of Philanthropy on Community Empowerment Initiatives

*Prudence Brown, Sunil Garg*

Foundations are increasingly sponsoring initiatives, framed in community empowerment terms, that are designed to address the problems faced by children and families in distressed neighborhoods. Recognizing the limits of top-down, externally imposed approaches to dealing with the problems of poverty, these initiatives emphasize local capacity building, leadership development, and agendas that are community-driven. This study, funded by the Aspen Institute, illuminated for foundations the challenges inherent in creating partnerships with community grantees while maintaining traditional lines of accountability and ultimate authority. Chapin Hall conducted case studies of six such partnerships, supplemented by individual and focus group interviews with key stakeholders from a diverse group of initiatives. The findings, presented in a discussion paper described below, have the potential to inform grantmaking and management practices that balance foundation mandates with community-change objectives. 1997.

#### Foundations and Comprehensive Community Initiatives: The Challenges of Partnership

*Prudence Brown, Sunil Garg 1997*

A Chapin Hall Discussion Paper

CB-11 $6.00

Against a backdrop of increasing localization of responsibilities for human services and community development, and in a climate of diminished resources for these activities, foundations have explored the comprehensive community initiative (CCI) as a way to support improved well-being for children and families. In this paper, the authors examine the role foundations choose to play in CCI design, implementation, and governance, and explore the ways that foundations can close the distance that frequently exists between them and the CCIs they support. The relationships between foundations and their CCI grantees are often characterized by distrust, dishonest exchange, and struggles over power and accountability—all of which can diminish CCI effectiveness and the learning that these projects can yield.

The authors suggest approaches that could help foundations and CCIs establish more effective relationships. These approaches take into account the commitment to work in a community and to the CCI process, the relationship of that

65

commitment to other foundation programming, the coordination of efforts with other foundations working in the same community, the creation of productive relationships within the community, the need to accelerate the development of knowledge about particularly problematic issues, and the value of a "coach" as keeper of the CCI vision. Finally, the authors suggest that a similar inquiry be undertaken to explore the steps that community partners in CCIs might take to enhance working relations.

### The Aspen Institute's Roundtable on Comprehensive Community Initiatives for Children and Families

*Harold Richman, Prudence Brown, Robert Chaskin, Mark Joseph, Janice Hirota*

To examine the viability and power of the theories and practices of community building, the Roundtable brings together the funders, operators, evaluators, and advisors of comprehensive community initiatives (CCIs) to discuss the challenges they are facing and the lessons they are learning. Formed in 1992, it is co-chaired by Chapin Hall Director Harold Richman and Lisbeth Schorr of Harvard University and operates under the auspices of the Aspen Institute. Chapin Hall staff have been involved in a number of Roundtable projects; see also pages 44 and 46. Associated publications listed below. 1996.

**The Role of the Evaluator in Comprehensive Community Initiatives**

*Prudence Brown 1995*

Published in *New Approaches to Evaluating Community Initiatives: Concepts, Methods and Contexts*, J. Connell, A. Kubisch, L. Schorr, and C. Weiss, editors

$12.00

The author of "The Role of the Evaluator in Comprehensive Community Initiatives" is a member of the Roundtable's Steering Committee on Evaluation, which generated this volume exploring the "lack of fit" between current evaluation methods and the need to learn from and judge the effectiveness of CCIs.

**Voices from the Field: Learning from Comprehensive Community Initiatives**

*A. Kubisch, et al.*

Chapin Hall contributors: Prudence Brown, Robert Chaskin, Janice Hirota, Mark Joseph, Harold Richman

Forthcoming

Chapin Hall staff joined Roundtable staff to create this review of CCI experiences to date, focusing on the early lessons that have been discerned by active participants in the field—funders, directors, staff, evaluators, community residents, and observers.

Both volumes published by the Aspen Institute
Publications Office
P.O. Box 222
109 Houghton Lab Lane
Queenstown, MD 21658
Phone: 410/820-5326

# Documentation and Evaluation

### Neighborhood and Family Initiative Evaluation

*Robert Chaskin, Selma Chipenda-Dansokho, Carla Richards, Harold Richman, Sylvan Robb, Stephen Baker, Robin Walls, Paul Fagen*

The Neighborhood and Family Initiative (NFI) is a community development program launched by the Ford Foundation through the agency of community foundations in four cities: Detroit, Hartford, Memphis, and Milwaukee.

Undergirding NFI is the belief that community development strategies should recognize the interrelationships among social, physical, and economic development, which have historically been treated as separate spheres of action. NFI depends on the active participation of neighborhood residents and professionals, as well as professionals beyond the community, who serve on a collaborative board charged with the development and implementation of a strategic plan for the neighborhood.

Chapin Hall's role is to explicate and refine the theoretical assumptions of the Initiative, to monitor its processes and outcomes, and to provide an ongoing analysis of emerging lessons. For a period of time, the research team also provided technical assistance to sites for the development of local assessments of their progress. Chapin Hall and participants in NFI's Hartford and Memphis neighborhoods collaboratively developed and implemented a neighborhood survey in each of the two communities. The survey focused primarily on residents' perceptions of their neighborhood and what it has to offer them, their place within the neighborhood, and possibilities for neighborhood improvement. Chapin Hall has published four reports based on the evaluation. Associated publications listed below. Ongoing.

### The Ford Foundation's Neighborhood and Family Initiative: Toward a Model of Comprehensive, Neighborhood-Based Development

*Robert Chaskin 1992*

A Chapin Hall Report

CB-01

Free of charge, courtesy of the Ford Foundation.

### The Ford Foundation's Neighborhood and Family Initiative Building Collaboration: An Interim Report

*Robert Chaskin, Renae Ogletree 1993*

A Chapin Hall Report

Out of Print. Superseded by CB-03, immediately below

### The Ford Foundation's Neighborhood and Family Initiative Moving Toward Implementation: An Interim Report

*Robert Chaskin, Mark Joseph 1995*

A Chapin Hall Report

CB-03

Free of charge, courtesy of the Ford Foundation.

### The Ford Foundation's Neighborhood and Family Initiative The Challenge of Sustainability: An Interim Report

*Robert Chaskin, Selma Chipenda-Dansokho, Mark Joseph 1997*

A Chapin Hall Report

CB-14

Free of charge, courtesy of the Ford Foundation.

The first volume in this series closely examines and elaborates on the underlying principles of NFI and places them in the context of past development efforts. The author explains how the inclusion of residents and other stakeholders in the planning and governance process is designed to help those concerned with the neighborhoods' well-being to recognize and exploit the interrelationships among physical, economic, and social needs, opportunities, and strategies. The author also speculates on some of the obstacles that NFI participants will face.

The third NFI report (1995), which updates and expands the analysis provided in the second report, mainly concerns the manner in which the principles elaborated in the first report have been applied in the communities, as well as early thoughts about the viability of the principles themselves. The authors conclude that NFI represents both tremendous possibilities and significant challenges, many of which stem from the same sources.

This idea of comprehensive development has provided a broad framework in which the collaboratives have viewed their charge, but it has not provided much specific guidance on how to structure programs. Instead, available opportunities have tended to drive much of the programmatic activity. Moving to ensure sustainability is among the biggest challenges facing each site.

The fourth report in the NFI series focuses primarily on the issue of sustainability. It addresses the local contexts in which the Initiative operates; explores how the collaboratives collaborate—both internally and with other community and city residents and organizations; and reviews programming at each site, considering the extent to which programming efforts conform to the idea of comprehensive community development that underlies the Initiative. The authors review ongoing funding issues and the strategies that sites have adopted to promote their own long-term viability. Three of the four sites have incorporated as not-for-profit organizations, seeking greater autonomy from the community foundations, greater freedom to leverage funds and implement projects directly, and greater visibility in the communities. The fourth site has spawned two other not-for-profits. In all, these developments may be moving NFI from a cohesive, multisite demonstration to four local, autonomous efforts, receiving core funding from the same foundation but anchored increasingly in local realities.

### Implementing Comprehensive Community Development: Possibilities and Limitations

*Robert Chaskin, Mark Joseph, Selma Chipenda-Dansokho 1997*

Forthcoming in *Social Work*

There is growing recognition among practitioners and policymakers of the fact that the needs and circumstances of individuals and families living in impoverished communities are interconnected. Consequently, many current approaches to addressing poverty in such communities focus, in part, on attempting to promote "comprehensive" development. These efforts seek to develop strategies that address the social, physical, and economic needs and circumstances of the residents. This article outlines the rationale for this approach, explores historical and current approaches to its realization, and examines the experience of the Ford Foundation's Neighborhood and Family Initiative. Obstacles to the implementation of comprehensive development include the challenge of reaching consensus on how to implement it; operational barriers such as time, resources, and organizational structure; and competing motivating factors. The authors identify a need for greater clarity about the expected outcomes of comprehensive development strategies, greater attention to the support needs of comprehensive initiatives, and a recognition of the role that opportunism necessarily plays in community development.

## Neighborhood Strategies Project

*Prudence Brown, Janice Hirota*

The Neighborhood Strategies Project (NSP) is a community-building initiative whose mission is to "organize communities for work" by creating economic opportunity, developing effective pathways to these opportunities, and enhancing civic participation and local support for economic empowerment. This comprehensive approach requires the development of a ready, willing, and able labor force and the simultaneous creation or retention of job opportunities. This initiative began with an eighteen-month planning-and-design phase in three communities in New York City: Mott Haven in the South Bronx, Washington Heights in Northern Manhattan, and Williamsburg in Brooklyn. Chapin Hall has assembled a team that has worked with each collaborative to establish measurable goals and benchmarks of progress, and is now evaluating NSP's five-year implementation. Benjamin Butler of Community Development Associates is a consultant to Chapin Hall on this project. The NSP is sponsored by the New York Community Trust. 2000.

## The Abacoa Project

*Prudence Brown, Robert Chaskin*

Abacoa is a planned community now in development in northern Palm Beach County, Florida. The John D. and Catherine T. MacArthur Foundation is involved in the development, which attempts to draw on the ideas of community building that inform many current efforts to revitalize existing communities, and on the tenets of the "New Urbanism," which stress small-scale, pedestrian-friendly, and mixed land-use planning as a way to revive or create local communities that are vibrant social units.

The intent of the Abacoa development process is to create a built environment that will foster social interaction among residents and a supportive social environment for residents and businesses. This orientation to community development, along with commitments to environmental responsibility and to the creation of institutions and organizations that foster social supports, have the potential to distinguish Abacoa among planned communities. The development of Abacoa presents a rare opportunity to observe and analyze the planning, construction, and birth of a new community.

The MacArthur Foundation is committed to documenting the design, planning, and implementation of the Abacoa project in order to record development as it unfolds over time and to compare that reality with the original vision for the community. The Foundation has asked Chapin Hall to prepare a composite sketch of what the various parties involved in the project envision for Abacoa, to assess the learning opportunities and priorities of the project, and to make recommendations regarding a design and strategy for a long-term documentation. 1998.

## New York City Beacons Evaluation

*Prudence Brown*

During the past two decades, policymakers, researchers, educators, social service providers, and others concerned about children have increasingly focused on the importance of schools, communities, and families working together to provide the support and opportunities young people need to grow up safe and healthy. As a result, a variety of school-community-family collaborations have emerged across the country to provide children, youth, and families with a range of academic, counseling, recreational, and cultural activities, and other services that promote healthy development and reduce high-risk behavior. The New York City Beacons Initiative, launched in 1991, grew out of an interest in these collaborations and in making school buildings available to community residents during evening and weekend hours. The Initiative now involves forty Beacons citywide and has been replicated in several cities across the country.

The Academy for Educational Development is managing a three-year evaluation of the Initiative with the support of Chapin Hall and the Hunter College Center on AIDS, Drugs, and Community Health. The Youth Development Institute of the Fund for the City of New York is sponsoring the evaluation in collaboration with the New York City Department of Youth and Community Development and with funding from the Annie E. Casey Foundation. The evaluation is designed to provide ongoing information for use in the Initiatives' further development. Additionally, the documentation and analysis of the creation and evolution of the Beacons will be valuable to evaluators, researchers, policymakers, educators, and others interested in school-community-family collaborations nationwide.

Chapin Hall will work with its partners during the first year of the evaluation on the overview and implementation studies, the former focusing on the development of the Initiative and its underlying principles and the latter on the way individual Beacons have implemented these principles. Center researchers will also assist in the design of a study of the Initiative's outcomes in the second and third years. (For information on other Chapin Hall work pertaining to schools, see the Schools' Connections with Children's Services, Primary Supports, and Communities section, p. 57; also see the Primary Supports section, p. 30, for more work on programs that support the healthy development of children and families.) 2000.

### Neighborhood Partners Initiative

*Prudence Brown, Jacqueline Lee*

The Neighborhood Partners Initiative (NPI) is a comprehensive community-building initiative designed to improve the lives of children and families in five, one-to-five block neighborhoods in New York City. With the support of the Edna McConnell Clark Foundation, NPI is working to improve housing conditions, increase employment, improve quality of life for residents, and promote resident participation and leadership on behalf of their neighborhoods.

The Foundation has asked Chapin Hall to join the technical assistance team that is working with the five lead community-based organizations to engage other institutional and resident stakeholders in the neighborhood in developing strategies for achieving the NPI's goals. As part of this work, Center researchers are helping to refine the theoretical underpinnings that guide the Initiative, supporting sites in tracking and learning from their work, and facilitating the sites' early data collection activities. Chapin Hall researchers will also produce a series of working papers that describe some of the lessons from NPI's start-up phase and make recommendations to the Foundation and sites about an evaluation design for subsequent phases. Working with Chapin Hall staff on this effort is Alvia Branch of Branch Associates. 1998.

### Glades Development Project

*Prudence Brown*

In early 1994, Chapin Hall staff began documenting the evolution of a comprehensive development project in western Palm Beach County, Florida, being implemented by the Glades Community Development Corporation (GCC). The Glades region, home to a population of African Americans, Haitians, Hispanics, and whites, is an agricultural region physically and socially isolated from the coast. Many residents live near or below the poverty line, and only 40 percent are high school graduates. The GCC focuses on economic development in the context of a broad community-building agenda. The goal of the documentation is to describe the implementation of the project, distill lessons and themes, and reflect on how the project's experience relates to the emerging body of knowledge about comprehensive development strategies. The GCC is supported by the Charles Stewart Mott and John D. and Catherine T. MacArthur Foundations and by the Community Foundation of Palm Beach and Martin Counties. The documentation is supported by the MacArthur and Mott Foundations. 1998.

### Community-Building Roles of the Settlement House

*Prudence Brown, Janice Hirota*

Community-building efforts require the active involvement of local institutions, including schools, community development corporations, churches, and social service organizations. One critical role of these institutions is that of intermediary; it is through such entities that community problems are addressed, services are integrated, and the community voice is expressed and connected to the larger political and social arenas. Settlement houses have a long tradition of being embedded in their communities and are well positioned to play an important intermediary role in community building. Chapin Hall staff are working with the United Neighborhood Houses (UNH), an umbrella organization for thirty-seven settlements in New York City, to illuminate the obstacles to community-building among the settlements and to identify and encourage successful strategies for overcoming these obstacles. Associated publications listed below. Ongoing.

#### Settlement Houses Today: Their Community-Building Role

*Prudence Brown 1995*

Published with United Neighborhood Houses of New York

CB-05 $5.00

The shift in responsibility for social welfare from the governmental to the neighborhood level warrants a close look at the work of settlement houses, which have been providing services in conjunction with their communities for more than one hundred years. The author uses interviews with settlement house staff and participants, as well as local community leaders and observers, to examine what community embeddedness means to three New York settlements and how that embeddedness enhances the settlements' overall impact in the community.

The author also examines the forces and attitudes that can prevent settlement houses from reaching their potential as agents of and centers for community building. Lack of sufficient and flexible funds is the most important of these negative forces. Other challenges include the need to treat community members as neighbors rather than clients, to be of the community as well as in it, to deal with issues of governance and community ownership, and to link individual and family change with community change.

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To address these challenges and define the roles that settlement houses intend to play in building supportive communities for residents, the author maintains that contemporary settlement houses must attract new resources for community building and consider how existing resources can be used to serve community-building functions. Arts programming and community economic development can both serve as excellent points of entry into the community-building arena for settlement houses.

### Building Community: The Tradition and Promise of Settlement Houses

*Janice Hirota, Prudence Brown, Nancy Martin 1996*

Published with United Neighborhood Houses of New York

CB-08 $8.00

### Pathways to Change: Settlement Houses and the Strengthening of Community

*Janice Hirota, Prudence Brown, William Mollard, Hannah Richman 1997*

Published with United Neighborhood Houses of New York

CB-13 $8.00

In these two reports, following up on the first report in this series, *Settlement Houses Today: Their Community Building Role*, the authors explore examples of community building in several settlement houses in distinctly different communities. The authors examine a wide range of activities through which community building is undertaken, as well as the issues and challenges involved in these varying approaches. The authors gather information on each program through interviews with settlement house staff and program participants as well as through on-site observation.

This community-building effort manifests itself differently in different locales—through programming designed to build community across ethnic, racial, and class divisions; facilitating and promoting civic advocacy; building new relationships with the community served; improving the institutional infrastructure of the community; intertwining education and services with community organizing; and responding to the needs of a specific constituency in order to mobilize them to work on their own behalf. Though the individual programs are vastly different, the authors see all as reflecting themes that regularly emerge in community-building efforts.

## Partnership for Neighborhood Initiatives

*Harold Richman, Gina Barclay-McLaughlin*

The Partnership for Neighborhood Initiatives (PNI) is a multiyear demonstration project with financial support and commitment from private and public funding bodies in Palm Beach County, Florida. PNI's goal is to develop healthier, more competent communities by reshaping the funding and delivery of health, human services, and training services at the neighborhood level through direct funder-community collaboration and through the development of neighborhood-based leadership in three targeted neighborhoods. Chapin Hall is providing assistance in the planning and development of the initiative and in the development and implementation of a documentation strategy. 1998.

## The Chicago Holistic Interim Living Development (CHILD)

*Gina Barclay-McLaughlin, Jacqueline Moore, Eboni Howard, Harold Richman*

CHILD is a program of the Ida B. Wells Family Preservation Project, an effort of The Woodlawn Organization (TWO). CHILD aims to provide families living in Chicago's Ida B. Wells and Madden Park public housing developments with a number of critical supports and, in doing so, to foster a greater sense of community among residents. CHILD has six interrelated components that work to meet multiple, overlapping needs of children, families, and communities. These six components are: case management, a drop-in center offering formal learning and informal social activities, child development programming, bus service to provide residents with transportation for a variety of purposes, job readiness opportunities and a computer learning center, and family assistance/interim residential living programming. The family assistance/interim living component is operated by the Maryville Academy and includes assessment and service referral activities. The Illinois Department of Children and Family Services provides the funds to TWO to support CHILD. Additional resources are provided by the Chicago Housing Authority.

Chapin Hall researchers conducted interviews, observed participants, and reviewed program records to determine how best to assess the development and status of each program component and of the project as a whole. Based on this analysis, Chapin Hall provided suggestions for an evaluation process. 1997.

## The Fund for Community Redevelopment and Revitalization

*Harold Richman, Mark Joseph*

The Fund for Community Redevelopment and Revitalization is a community-based organization that promotes a coordinated approach to community renewal in the North Kenwood-Oakland and Woodlawn communities of Chicago. The Fund was founded in 1992 and launched with a major grant from the John D. and Catherine T. MacArthur Foundation. Over the past four years, the Fund

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has established market-rate and subsidized housing in Woodlawn and in North Kenwood-Oakland. The Fund is currently developing a strategic plan for a comprehensive approach to mixed-income development in the two communities. The Fund engaged Chapin Hall to gather information about relevant initiatives around the country with similar mixed-income-development objectives and to help the Fund's leadership develop an approach to build on its success in housing to catalyze a more comprehensive effort to achieve mixed-income communities. 1997.

### Community Building in Partnership

*Prudence Brown*

Community Building in Partnership (CBP) is an effort, begun in 1990, to transform Baltimore's Sandtown-Winchester neighborhood through a partnership involving the Mayor's Office, the Enterprise Foundation, and neighborhood residents. In 1994, the Conservation Company assembled a team that included staff from Chapin Hall and from the Schaefer Center for Public Policy at the University of Baltimore to begin a multiyear evaluation of CBP. The evaluation's first-year objectives were to reconstruct, to the extent possible, the evolution of the initiative from 1990 to the present, to document ongoing objectives and operating assumptions, and to develop interim markers of progress. 1996.

### Steans Family Foundation, North Lawndale Initiative

*Prudence Brown, Lisa Marie Pickens, William Mollard*

The Steans Family Foundation targets a substantial portion of its grantmaking on Chicago's North Lawndale neighborhood, a community that faces many challenges and opportunities in its rebuilding efforts. The Foundation asked Chapin Hall to perform two distinct tasks—to document the Foundation's grantmaking to date and to provide consultation on the development of a strategic plan for future efforts. Chapin Hall staff reviewed Foundation and other relevant documents and interviewed a range of actors in North Lawndale, including Foundation board members, community residents, business owners, city officials, and community leaders. The strategic plan that was devised will help provide a basis for an evaluation to be undertaken at a later stage of the initiative. 1996.

### East Bay Funders Review

*Prudence Brown, Mark Joseph*

East Bay Funders (EBF) is a group of foundations in the San Francisco Bay area that came together to create and support several community-based neighborhood development initiatives. After four years of operation, EBF asked Chapin Hall to provide an outside "snapshot" assessment of the enterprise to inform EBF's decision making about its future. 1995.

## Neighborhood-Based Governance

### Exploring Neighborhood-Based Governance

*Robert Chaskin, Clark Peters, David Seith*

In 1996, Chapin Hall conducted studies of local governments' perspectives on neighborhood-based governance structures created by community-building initiatives operating in their jurisdictions and of the governance structures of Empowerment Zone communities. Drawing on these studies and other Chapin Hall work, researchers developed a plan for empirical investigation of a range of approaches to neighborhood-based governance. This work moves beyond community-based initiative governance, a principal focus of earlier work, to the examination of a broader class of neighborhood structures. With the continuing support of the Annie E. Casey Foundation, Chapin Hall is now conducting this investigation to develop a clear understanding of governance approaches and their likely benefits in relation to particular goals in particular community contexts.

Through targeted fieldwork, interviews, and literature and document review, researchers are working to refine a taxonomy of approaches to neighborhood-based governance and to develop a better understanding of the nature, role, intent, and core strategies of each approach. Researchers will also develop—and ultimately test—hypotheses regarding the dimensions on which the effectiveness of each approach depends. This inquiry includes governance structures brought into existence not only by initiatives, but also by community associations, municipal government, and other actors. 1998.

### Governance from the Perspective of Government

*Robert Chaskin, Ali Abunimah*

Although community-based initiatives aimed at a variety of social reforms have proliferated in recent years, little systematic attention has been paid to their governance or the relationships of these governance structures to local government. This study focused on the issue of neighborhood governance from the perspective of local govern-

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ment, exploring a range of municipal approaches to neighborhood-based governance structures. Researchers conducted a literature review on past and current approaches to neighborhood-based initiative governance and interviewed a group of respondents representing various levels of local government in places where neighborhood-based initiatives are taking place. Interviews focused on perceptions of the value, impact, and appropriate roles of these initiatives. The project culminated in a companion paper to "The Issue of Governance in Neighborhood-Based Initiatives" (see below).

A research plan for an empirical investigation of a range of approaches to neighborhood-based governance in practice was developed. This project is supported by the Annie E. Casey Foundation. Associated publication listed below. 1997.

### A View From the City: Local Government Perspectives on Neighborhood-Based Governance in Community-Building Initiatives

*Robert Chaskin, Ali Abunimah 1997*

A Chapin Hall Discussion Paper

CB-12 $6.00

Recently, a number of efforts have been launched to promote comprehensive neighborhood change and "build community" by developing increased neighborhood capacity for planning, advocacy, and service delivery, and by implementation of a broad range of development strategies. These initiatives structure the governance of their activities independent of local government, using local nonprofit organizations or new "collaborative" organizations as the seat of "neighborhood-based governance." This paper explores the perspective of local governments on these governance entities. It asks to what extent local government sees such efforts as appropriate responses to neighborhood needs and circumstances and to what extent they might be seen as intruding into the proper provinces of local government. It explores the appropriate roles for neighborhood-based governance entities, the relationship they ought to have to government, their potential for fostering neighborhood change, the source of their legitimacy and how it relates to that of elected local government, and the factors that support or limit their long-term viability.

The authors found these entities, by and large, to be accepted by local government, but public officials identified a number of limitations in them: that the initiatives should inform but not make policy, that they cannot balance needs across citywide constituencies, that they lack accountability mechanisms, and that they cannot assume responsibilities assigned by statute to local government.

The authors conclude that the success of these mechanisms seems to depend on the ongoing negotiation of connections, responsibilities, expectations, and lines of accountability more than on a particular organizational structure or a formally acknowledged set of roles and relationships.

## Governance in Empowerment Zone Communities

*Robert Chaskin, Clark Peters*

Empowerment Zones (EZs) are a federal government attempt to address the problem of chronic poverty by implementing a locally driven, comprehensive community development initiative. EZs, Supplemental Empowerment Zones (SEZs), and Enhanced Enterprise Communities (EECs) receive combinations of grants to support the building of physical infrastructure and the creation of social services, as well as tax credits to assist them in bringing businesses into the community. Each site has its own governing body, as designated in its proposal for funding. Chapin Hall has examined the governance of the fifteen federally designated EZs, SEZs, and EECs with support from the Annie E. Casey Foundation. Chapin Hall's study includes brief case-specific descriptions of the governance structures and processes in each EZ, SEZ, and EEC and distills early emerging issues and common concerns across sites. Associated publication listed below. 1996.

### Governance in Empowerment Zone Communities

*Robert Chaskin, Clark Peters 1997*

A Chapin Hall Discussion Paper

CB-10 $8.00

This paper reviews the approach to governance taken by the fifteen Empowerment Zones, Supplemental Empowerment Zones, and Enhanced Enterprise Communities. The study found key commonalities across the sites, including the fact that they all engaged in a largely inclusive application process (necessary to their receiving the federal designation) and in development of a permanent governance structure to oversee decision making and program implementation. In all sites, local government plays a key role in governance of the site, most commonly by appointing participants to governing or advisory boards. The sites differed in the auspices under which they located the governance structure and in the structure of participation in governance.

As the sites have moved into implementation, three sets of common issues regarding governance have emerged: concerns around participation and community involvement, such as identifying participants and their roles; concerns about auspices and administration, including determining the institutional "home" of the governance structure, staffing, and relationships with other community organizations; and, finally, questions about broader governance issues, such as the role of the state and federal governments.

### Governance in Neighborhood-Based Initiatives

*Robert Chaskin, Sunil Garg, Harold Richman*

The large number of foundation-sponsored, neighborhood-based initiatives that are involved in comprehensive neighborhood development exhibit some notable common features. All seek to bring responsibility for neighborhood development strategies, service planning, and delivery closer to the people and communities to be served, and almost all have chosen to accomplish this goal by creating an initiative governance structure at the neighborhood level. With the support of the Danforth Foundation, Chapin Hall explored different types of governance structures and the issues they face. Associated publication listed below. 1994.

#### The Issue of Governance in Neighborhood-Based Initiatives

*Robert Chaskin, Sunil Garg 1997*

A Chapin Hall Discussion Paper

CB-12 $6.00

Also published in *Urban Affairs Review*, vol. 32, no. 5, May 1997

Renewed interest in community-based approaches to social reform has recently spawned many initiatives. Most have governing structures organized primarily around local participation rather than around government agencies. The structures usually include professionals representing agencies and organizations in the private sector, local residents, and representatives of local government. The authors investigate the nature of these emerging neighborhood governance structures. They examine the assumptions and rationale for neighborhood-based governance, outline some central issues of concern regarding the relationship of neighborhood governance to existing governmental structures and mechanisms; and explore the intent, structure, and operation of an illustrative set of governance entities from current neighborhood initiatives.

The authors find three central, interrelated issues to be of concern. These are: (1) the governance structure's legitimacy and its connection with the neighborhood, (2) the organizational structure of the governance entity, and (3) the auspices under which governance structures operate and their long-term viability.

### Defining Neighborhood

*Robert Chaskin*

Neighborhoods are an increasing focus of interest among policymakers, funders, and others concerned about children and families. The meaning of "neighborhoods" and how to identify them, define boundaries between them, and engage with them, has, however, often gone unexamined. This project is an exploration of the use of the neighborhood as a unit of action and identity. Drawing on an extensive literature review and a telephone survey of foundations involved in neighborhood-based initiatives, the researcher analyzed the difficulties encountered in trying to establish a uniform definition for neighborhood or draw definite boundaries around a given neighborhood for programmatic purposes. The author concludes that this suggests use of a heuristic approach to define neighborhood. The project was funded by the Annie E. Casey Foundation. Associated publication listed below. 1994.

#### Defining Neighborhood: History, Theory, and Practice

*Robert Chaskin 1995*

A Chapin Hall Report

CB-04 $10.00

Geographically targeted, neighborhood-based interventions rest on the premise that neighborhoods are central and viable units of identity and action that can be defined and mobilized. The author synthesizes past and current thought on the issues in defining neighborhood, from the perspectives of both research and practice, and develops conceptual tools for defining neighborhood—its elements and scope—for programmatic ends. The report thus offers help in the design and implementation of local strategies by defining the boundaries, elements, and critical spatial relations that are part of the definition of neighborhood.

The author provides a series of questions to guide planners of organized planned social change through the steps necessary for defining neighborhood in the context of specific programmatic goals. These steps require: clarification of programmatic goals and strategies, identification of the essential dimensions and elements of neighborhood likely to facilitate these goals, and collection of concrete information on the contexts in which potential target neighborhoods exist. (A list of potential items to include in such an informational database is provided in an appendix to the report.)

A revised discussion of historical and theoretical perspectives on the spatial and social contexts of neighborhoods from *Defining Neighborhood*, titled "Perspectives on Neighborhood and Community: A Review of the Literature," is forthcoming in *Social Service Review*, vol. 71, no. 4, December 1997.

## Earlier Projects and Related Publications

### Alternatives to Age-Based Service Provision

Sponsor: Chicago Community Trust
Staff: Bernice Neugarten, Harold Richman
Year completed: 1991

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## Comprehensive Community Initiatives—Issues and Opportunities for Learning

Sponsor: Rockefeller Foundation
Staff: Rebecca Stone
Year Completed: 1994

### Comprehensive Community Initiatives—Issues and Opportunities for Learning

*Rebecca Stone 1994*
A Chapin Hall Working Paper
CB-16 $5.00

This paper discusses comprehensive community-building strategies for children and families, including two major components of current initiatives—child and family services and community development. It raises some key questions and pinpoints issues by looking across the spectrum of initiatives, rather than in detail at one or two. The paper sketches the need for information sharing, open communication, and evaluation, and the barriers to those activities. Finally, it suggests some ways in which computer networking might help to break down those barriers and strengthen learning, policy and practice. (See Handsnet Comprehensive Strategies Forum, p. 46).

## Neighborhood and Family Influences on the Development of Poor Urban Children and Adolescents

Sponsor: Social Science Research Council
Staff: P. Lindsay Chase-Lansdale
Year completed: 1995

### Neighborhood and Family Influences on the Intellectual and Behavioral Competence of Preschool and Early School-Age Children

*P. Lindsay Chase-Lansdale, Rachel A. Gordon, Jeanne Brooks-Gunn, Pamela K. Klebanov*
Published in *Neighborhood Poverty: Context and Consequences for Children* (volume 1), J. Brooks-Gunn, G. Duncan, and J. Aber, editors, forthcoming

To investigate the influence of neighborhood on children's cognitive and behavioral outcomes, the authors use data from two large datasets. One is the Children of the National Longitudinal Survey of Youth (NLS/Y), which is a survey of the children of respondents to a long-running survey of young adults begun in 1979. The other is the Infant Health and Development Program, a large, eight-site study of an early educational intervention for premature and low-birthweight children. The authors find that neighborhood effects on the outcomes of preschool children are small or are filtered by family experience. Early school-age children show more significant neighborhood effects. The authors interpret these findings as providing cautious support for the idea of neighborhood influence on the lives of early school-age children.

### The Intersection of the Neighborhood and Home Environment and Its Influence on Young Children

*Pamela K. Klebanov, Jeanne Brooks-Gunn, P. Lindsay Chase-Lansdale, Rachel A. Gordon*
Published in *Neighborhood Poverty: Context and Consequences for Children* (volume 1), J. Brooks-Gunn, G. Duncan, and J. Aber, editors, forthcoming

This chapter extends the analyses of the chapter "Neighborhood and Family Influences on the Intellectual and Behavioral Competence of Preschool and Early School-Age Children" by the same authors (described above). It has three aims: to look at how neighborhood composition is correlated with indicators in the home environment and cultural characteristics of the young children's mothers; to see whether or not the neighborhood effects on child outcomes discussed in the earlier chapter are mediated by the family-level variables; and to go beyond examining mediated effects to exploring a few likely moderated effects.

*Neighborhood Poverty* is published by the Russell Sage Foundation
122 E. 64th Street
New York, NY 10021
Phone: 800/666-2211

### Economic Hardship and the Development of Five- and Six-Year-Olds: Neighborhood and Regional Perspectives

*P. Lindsay Chase-Lansdale, Rachel A. Gordon 1996*
Published in *Child Development*, vol. 67, 3338-3367, 1996

This article explores the association between neighborhood characteristics and the development of five- and six-year-olds. The authors also address whether region of residence in the United States (northeast, midwest, south, and west) might moderate the effects of neighborhoods on children.

## *Other Publications*

### Comprehensive Neighborhood-Based Initiatives

*Prudence Brown 1996*
Reprint from *Cityscape: A Journal of Policy Development and Research*
CB-09 $2.00

There is general agreement that the interlocking problems of America's cities require more fundamental change than can come from the adoption of a single program or the reform of one service provider. In this context, comprehensive neighborhood-based initiatives have emerged as an approach with great potential. This article provides an overview of these in-

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tiatives, using specific examples to illustrate common structures, challenges, and characteristics of promising initiatives. It also reviews the role of the evaluator in these initiatives and questions that surface in the evaluation process. Although comprehensive neighborhood-based initiatives show promise for meeting the challenges of urban problems, they also face significant obstacles to implementation, most notably funding. The author offers some concluding thoughts about the future of these initiatives and the potential for private/public partnerships to support these complex programs.

### Communities and Neighborhoods: How Can Existing Research Inform and Shape Current Urban Change Initiatives?

*Prudence Brown, Harold Richman 1993*

Three guiding principles emerge from research on initiatives that address the increasingly distressed conditions of many low-income urban neighborhoods. These are that effective neighborhood development focuses on rebuilding the social fabric of the community, involves residents and other "stakeholders" in the process of identifying and prioritizing goals and strategies, and trains a holistic and integrative lens on the dynamics of neighborhood revitalization.

Published by the National Center for Children in Poverty
154 Haven Avenue
New York, NY 10032
Phone: 212/304-7100
$6.25

### The Community Base for New Service Delivery Strategies

*Harold Richman, Prudence Brown, Sudhir Venkatesh*

Published in *Children & Their Families in Big Cities: Strategies for Service Reform*
Alfred Kahn and Sheila Kamerman, editors 1996

What institutions should serve as the core of a reformed service system oriented toward the community? In this paper, the authors respond to this frequently asked question by arguing that the institutional location and auspices of this core ought to be different in different communities, depending on an individual community's organizational capacity. The authors suggest that the most important consideration in community-oriented service reform is not the institutional location of the service core, but the strength of the community's organization and participation. Effectively organized communities can probably make any community-oriented service system work (regardless of the institutional affiliation of the core), while weakly organized communities probably cannot effectively effect reform regardless of where the core is located.

Published by Cross-National Studies Research Program
Columbia University School of Social Work
622 West 118th Street
New York, NY 10025
Phone: 212/854-5444
Fax: 212/854-4320
$14.00

### Neighborhood Effects and State and Local Policy

*Prudence Brown and Harold Richman*

Published in *Neighborhood Poverty: Contexts and Consequences for Development* (volume 2), G. Duncan, J. Brooks-Gunn, and L. Aber, editors, forthcoming

This article is part of a volume on neighborhood poverty and the interrelationship between people and space. The authors speculate about the policies and practices at the state and local levels that promote neighborhood ability to support children and families. To date, much of the impetus for neighborhood and family development has come from the private sector. The article examines the ways in which state and local policy could strengthen this work.

Published by the Russell Sage Foundation
112 E. 64th Street
New York, NY 10021
Phone: 800/666-2211

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# CHILDREN'S SERVICES, PRIMARY SUPPORTS, AND COMMUNITIES

Schools face increasing demands to secure the achievement of children. Today all children need to develop complex intellectual and interpersonal competencies. Beyond literacy and computational skills, they also must acquire a mix of additional capacities, skills, and abilities that will allow them to obtain and evaluate information, to use technology and allocate resources, and to participate as part of a group in identifying and solving problems.

At the same time that schools are expected to teach more, and more varied, skills and produce high levels of achievement by all children, many children are encountering increased challenges. Most children grow up in families in which their parent or parents work outside the home. The stability of families has decreased and family structure is in flux, resulting in fewer and less-consistent family resources and supports for children. A greater percentage of children live in poverty than do members of any other age group, and live every day with the circumstances associated with poverty.

Both to further children's education and to address their problems, schools and other institutions are developing a variety of connections. Connections among schools and families, primary supports, health and social services, and businesses are an increasing focus of policy interest and action. In addition, schools are significant assets in communities, and, particularly in depleted communities, are seen as having a central role in contributing to community revitalization.

This focus on schools as the hub of connection for children, families, and communities has occurred with little known about the range of purposes for which such connections are being made, about how the obligations of participating institutions are distributed, or about the effects of these connections on the learning and development of children and other participants, on partner organizations, or on such other intended beneficiaries as communities.

These connections exist in dizzying variety. Alliances between schools and service providers bring health care and social services to schools and ease student and family access to services at other locations. Connections between schools and museums, businesses, and other organizations enable students to learn in nonschool settings. Schools also contribute to their surrounding communities by providing sites for community activities and engaging students in community revitalization efforts. While the roles and responsibilities of schools vary in these arrangements, schools are often pivotal to their implementation and operation, serving as conveners, policy makers, managers, sites, and, in some cases, in all these capacities.

Only limited research has been done on the range of purposes for which these connections are made, the character of the obligations participating schools and their partners incur, and the effects of these connections. Chapin Hall's program of research focused on these connections works to clarify the relations between schools and other institutions, to map current arrangements, to understand the vision and motivation from the partners' perspectives, and to examine the ways in which links are established, how they function, and the congruence between aims and outcomes.

This area of research will help illuminate the way social responsibility for the learning and development of children and for addressing their problems is now shared among schools and other institutions. This work rests on the belief that families, schools, supports, services, businesses, communities, and other institutions each contribute to and together bear responsibility for the learning and development of children.

Our intent is to identify and foster ways in which these responsibilities can best be shared to reinforce the contribution of institutions and to enhance what is achieved for children as a result. This work has the potential to help inform the development of policy approaches that maximize what schools and other institutions contribute to educational opportunities and problem-solving resources for children, families, and communities, and to increase the synergy among the institutions involved.

Work in this area is being carried out in a number of research projects. With the support of the Spencer Foundation, a policy research agenda focused on school connections was developed. From this, we have developed a project that seeks to define the characteristics and

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explore the potential outcomes of connections between schools and other institutions by identifying existing connections among schools and other organizations and then analyzing the defining characteristics of these connections. Ultimately this knowledge will form the basis for suggesting alterations to existing approaches and proposing new policy approaches for enhancing the way these connections are conceived and what they are able to achieve.

In another effort, Chapin Hall has documented and is now evaluating the work of the Donor's Education Collaborative, a cooperative venture among funders in New York to build a citizen constituency that can speak knowledgeably and effectively about public education policy issues. Recent related work documented the concerns of schools in a cluster of Chicago neighborhoods and the resources available to those schools.

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### Development of Research on Schools and Other Settings for Learning and Development

*Joan Wynn, Harold Richman*

Today's children need to develop a complex mix of capacities if they are to participate effectively in a rapidly changing world and a global information economy. At the same time, children are facing challenges that can impede learning, including changes in families and, for many, poverty and the problems associated with it. Policy concerning not only children's education but also, in many respects, for reducing barriers to learning, now focuses on schools and on increasing alliances among schools and other services and supports for children and families. Chapin Hall recently completed a one-year planning grant from the Spencer Foundation to develop a policy research agenda that will explore the relationships among schools and other institutions—including families, services, businesses, and communities—with the capacity to foster children's learning and development. The agenda focuses on policy approaches that acknowledge and extend the complementarity of what schools and other institutions contribute to the education and development of young people. 1997.

### Furthering Education: The Relationship of Schools and Other Institutions

*Joan Wynn, Sunil Garg, Steve Meyer, Katie Richards*

Both to further children's education and to address their problems, schools are more frequently working collaboratively with other institutions. While these interactions with schools—involving families, primary supports, human services, businesses, and communities—are an increasing focus of policy interest and action, little is known about the range and nature of these connections, many of which establish schools as hubs. Following a one-year planning period, Chapin Hall has received a two-year grant from the Spencer Foundation to identify existing connections among schools and other institutions that offer educational opportunities or address educational obstacles facing students, and to analyze the defining characteristics of these connections and what they are able to achieve. Based on this work, Center researchers will also propose alternatives to current arrangements in order to maximize the educational opportunities and problem-solving resources that schools and other institutions offer children. 1998.

### Donor's Education Collaborative

*Prudence Brown, Janice Hirota*

The Donor's Education Collaborative (DEC) was formed in 1995 as a five-year collaboration among eighteen private and corporate New York City-based funders to improve public education in the city. DEC aims to achieve systemic reform by helping to build a knowledgeable citizen constituency capable of being an effective voice in the policy decisions affecting the quality of public school education. Chapin Hall documented the planning process and has begun a five-year evaluation of DEC's implementation.

Four collaborative projects are participating in the DEC initiative. Two of these are organizing parents to advocate for policy change: the Parents Organizing Consortium (a partnership of eight grassroots parent groups citywide) and a collaboration between the Industrial Areas Foundation and the Public Education Association. A third project, spearheaded by the Campaign for Fiscal Equity, is engaging a broad spectrum of education stakeholders to create a mandate for school finance reform. The final project, a collaboration between the New York Immigration Coalition and Advocates for Children, aims to recast the way city schools serve immigrant families. 1998.

### School Resources Project

*Joan Wynn, William Mollard, Samuel Whalen, Eboni Howard*

As part of a larger community-building initiative in the Chicago neighborhoods of Woodlawn, North Kenwood-Oakland, and Hyde Park, the Fund for Community Redevelopment and Revitalization asked Chapin Hall to document current resources and priority concerns among public schools in the three communities. The goal of the project was to inform planning for a collaborative initiative among local schools and community institutions. Through interviews with school principals at twenty-four public schools (three high schools and twenty-one feeder elementary schools), Center researchers documented school classification and structure, academic curricula, extracurricular and extended-day activities, school events, facilities, support services, approaches to staff development, existing partnerships among schools and between schools and community organizations, and other resources outside the schools. 1995.

# *Other Publication*

### Concerns About School-Linked Services: Institution-Based Versus Community-Based Models

*Robert Chaskin, Harold Richman 1992*

Published in *The Future of Children*, vol. 2, no. 1, Spring 1992. Reprinted in *Education and Urban Society*, Vol. 25, No. 2, February 1993.

Concern about the fragmented nature of social service provision has led to the elevation of schools as possibly the best central locus for service delivery that has the potential to reach all children. The authors raise a number of concerns about this trend toward making schools the primary link to services. Choices about locating services in schools are often based on funding; the authors raise other issues that also need to be taken into account. For example, schools, already challenged by their increasingly complex educational mission, may be ill-equipped to provide other services as well. In addition, schools are often the last place troubled families (who often associate school with failure) will seek help. Moreover, as dropout rates attest, schools have difficulty reaching all children.

With support from the David and Lucile Packard Foundation, the authors developed an alternative to school-based services: a model of community-based service provision already in operation in a few communities. This model incorporates and links a variety of social services and provides various points of entry into the system. Linking services within the community may also give the community ownership of and greater influence over the services.

The *Future of Children* is published by the Center for the Future of Children
300 Second Street, Suite 102
Los Altos, CA 94022
http://www.futureofchildren.org

*Education and Urban Society* is published by Sage Publications
P.O. Box 5084
Newbury Park, CA 91359
Phone: 805/499-0721

# INTERNATIONAL PROJECTS

A hopeful sign in the evolution of political thought throughout the world has been the increasing recognition that children are important both in and of themselves and because they will eventually become the citizens and citizen-leaders of the world's peoples and nations. This recognition brings with it the understanding that children's policy is an important component of a nation's long-term development. Sound research on the conditions of children's lives and the functioning of health, social service, and other systems that support children and families is necessary to create effective children's policies.

While each nation that commits to children's policy research does so in the context of its own culture and history, there are many points at which nations' concerns about children, and the research methods useful in understanding those concerns, converge. It is at these points of convergence that Chapin Hall's international work begins. Chapin Hall engages in a number of international collaborations employing a principle that animates our domestic work: sound research and innovative thinking can promote responsible decision making to improve a society's response to its children.

One goal of our international work is to help build the capacity of the child policy research community worldwide. We are assisting newly formed policy research centers in the Middle Eastern nations of Jordan and Israel to develop their research agendas and strategies and to assess their research infrastructure requirements. Doing this work, we learn and gain as much as we teach and give. In understanding the practices and experiences of our international colleagues, we increase our own knowledge of the challenges that face all children in growing up to be healthy, happy, productive citizens.

The autumn of 1997 saw the beginning of Chapin Hall's International Fellows program. The program brings qualified researchers from around the world to Chapin Hall for periods of two to twelve months to share expertise and promote cross-cultural research perspectives.

Chapin Hall is also part of an international research consortium composed of representatives of twenty nations working to measure the status of children throughout the world. This effort focuses on the development of cross-national indicators of child well-being.

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### Center for Children and Youth in Israel

*Harold Richman, Robert Goerge, Joan Costello, Joan Wynn, Chapin Hall Staff*

Chapin Hall is assisting in the establishment of a new children's policy research center in Israel, working with the JDC-Brookdale Institute in Jerusalem. The mission of the new center is to enhance the well-being of all children in Israel and the ability of families and the state to meet the needs of children and youth. The Center aims to develop and apply the knowledge necessary to ensure young people's optimal development, their realization of opportunities, and their capacity to contribute to society. The new Center, which works closely with the Israeli government and municipalities, is emphasizing study of the needs of children at risk of not achieving their potential or not integrating into Israeli society. Israeli-Arab children are of special interest to the Center. Ongoing.

### Center for Children in Jordan

*Harold Richman, Ali Abunimah, Chapin Hall Staff*

At the decree of His Majesty King Hussein of Jordan, a National Task Force for Children (NTFC) was established in 1996, following Jordan's commitment to the International Convention on the Rights of the Child and the Arab Charter on the Rights of the Child. Chapin Hall is assisting in the planning and creation of a research wing of the NTFC, the Research and Database Unit (RDU). The RDU will gather data on the status of children in Jordan and undertake research on Jordanian policies and programs affecting children and families. In early 1997, the RDU of the NTFC began operating in earnest, with a core research staff operating under a director. That spring, the RDU began its first substantive research, focusing on two areas: child labor and residential care facilities for orphans in Jordan. Chapin Hall staff have been involved in discussions about different approaches to studying residential care facilities. The child labor study is being done in cooperation with the International Labor Organization, and both studies are being done in collaboration with the Ministry of Labor and the Ministry of Social Development. The RDU has received funding from UNICEF and several private donors in the Middle East. Ongoing.

### International Fellows Program

*Rebecca Stone, Rachel Stevens, Chapin Hall Staff*

In 1997, Chapin Hall launched its International Fellowships in Children's Policy Research to bring qualified individuals from various countries, including the United States, to share expertise and gain cross-cultural perspective about the conduct of policy research pertaining to the well-being of children, and to cultivate an international network of children's policy researchers. While at Chapin Hall, Fellows pursue their own projects or participate in current Chapin Hall research and participate in an ongoing seminar on children's policies in changing societies. Fellowship stays range from two to twelve months. The first Fellows arrived at Chapin Hall in the autumn of 1997. A second cohort is anticipated in the early spring of 1998. 1999.

### Monitoring the Well-Being of Children Internationally

*Robert Goerge, Bong Joo Lee*

Chapin Hall is among the U.S. cosponsors of an international group developing cross-national indicators of child well-being for informing international child policy making and planning. Currently composed of representatives of twenty nations, the group has met in working sessions in Jerusalem in 1996 and Compobasso, Italy in 1997.

Before the Compobasso conference, working groups focused on six topics: census and survey data, primary research, administrative data, children's rights, policy perspectives, and childhood as a stage in itself. The participants also explored how their topic areas related to five domains of children's lives: social connectedness, civil life skills, personal life skills, safety and physical status, and children's activities. Chapin Hall led the working group on using administrative data for research and policy and sent two representatives to the Compobasso conference.

At Compobasso, the working group reports fueled discussion on the five domains, on other, nondomain indicators, and on the policy relevance of the effort. Before adjourning, delegates agreed to a process for selecting new indicators and established criteria governing their selection. Working groups will make preliminary selections; indicator selection will be finalized at a conference in the United States in 1998.

Organizations involved in this effort include the Center for Research and Public Education in Israel, Childwatch International, the European Center for Social Welfare, the Institute for Families in Society, the International Youth Foundation, the Israel Center for Children and Youth, and the U.S. National Academy of Arts and Sciences. 2001.

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# SPECIAL PROJECTS ND CONSULTATIONS

Chapin Hall's work on children's services, primary supports, communities, and schools addresses the concerns of many professions, interest groups, and disciplines. The academic and professional experience found among Chapin Hall staff is similarly catholic and covers more than two dozen areas of academic training and occupational activity. Chapin Hall's diverse institutional capacity fosters the creation of cross-sector approaches to research and evaluation that are sometimes put into service on special projects tailored to the needs of an organization or groups of organizations.

Current and recent special projects and consulting activities seek to fill critical needs for information in specialized contexts. Recent work with the Joint Center for Poverty Research holds the promise of producing important information that the policy and practice communities can employ to understand and assess ongoing changes in welfare policy. Chapin Hall is helping the Joint Center explore the potential of employing state-level administrative data to investigate a range of poverty-related issues. Chapin Hall staff contributions include working with a committee that is conceptualizing potential data uses, investigating the interest of state data administrators in creating a cross-state data archive, and evaluating state administrative data structures.

Welfare reform has included large-scale service delivery reform in Illinois. Chapin Hall has been engaged in a variety of efforts for the Illinois Governor's Task Force on Human Services Reform, helping produce information to support the planning work for the recently implemented consolidation of many human services functions into a single state department.

A cross-sector capacity was requisite in the activities of the federally sponsored National Child Welfare Research Center at Chapin Hall. For that effort, projects of the Center's own design were conducted, including a wide-angle appraisal of welfare reform, research and analysis training for state analysts, and a multidisciplinary summer fellowship program. The effects of welfare reform were also investigated with the support of the Helen V. Brach Foundation.

The future of children's policy includes its future scholars. With the support of the Dr. Scholl Foundation, Chapin Hall administers a research fellowship program open to graduate students who work at Chapin Hall during their graduate studies. The aim of the Scholl Fellowships is to foster leadership in the area of child and family welfare by contributing to the education of talented young researchers.

Chapin Hall has also looked into the past. With the sponsorship of four children of Clarissa Donnelley Haffner, an important figure in Chapin Hall's history as a residential care institution, University of Iowa historian Kenneth Cmiel has written a history of Chapin Hall's 125-year tenure as an orphanage, beginning in 1860. This history addresses central child welfare issues as they relate to the organization's aims and operations of that period.

### Joint Center on Poverty Research

*Robert Goerge, Bong Joo Lee*

Researchers at the Irving B. Harris Graduate School of Public Policy Studies at the University of Chicago and the Institute for Policy Research at Northwestern University recently established the Joint Center for Poverty Research under a grant from the Office of the Assistant Secretary for Planning and Evaluation at the U.S. Department of Health and Human Services. The Center focuses on the causes of poverty in the United States and evaluates programs designed to alleviate poverty, particularly state-level welfare reforms. The Center is also examining changing labor markets, family functioning, school-age pregnancy, and the effects of welfare reform on children. Chapin Hall will participate through an exploration of the potential for using administrative data in the Joint Center's poverty research. (Chapin Hall's work with administrative data is described in the Children's Services section of this guide.)

In the Joint Center's first year, an advisory committee focused on the collection and use of administrative data from state-level agencies that provide services to children and families. This committee gauged the level of support among state-level administrators for the development of an archive of this data and evaluated state agencies' administrative data structures. A draft position paper summarizes the committee's research findings and their implications for current programs and polices focused on poverty. 2001.

### Governor's Task Force on Human Services Reform

*Robert Goerge, Bong Joo Lee, Mairead Reidy*

The goal of the Governor's Task Force on Human Services Reform was to improve service delivery in Illinois by reorganizing the human services system and by building partnerships between state government and communities. Communities are thought to be in the best position to identify how to effectively serve children and families who are human services consumers. Five Illinois communities were chosen as pilot sites. Each of these communities established a federation composed of community volunteers to identify the pressing concerns of the community and to explore the best uses of state resources.

Between July 1996 and June 1997, Chapin Hall researchers participated on an Evaluation and Research Activities team, with staff of the Governor's Task Force and IOTA, Inc., which developed an agenda for addressing the data and information needs of the state and the community federations. During this planning period, researchers focused on the potential and scope of work for pursuing three areas of evaluation and research: patterns of multiple service use among children and families; a study that compared the costs of implementing an integrated family support human service delivery system in the pilot communities to the costs of the current traditional structure; and the outcomes assessment of community federation projects. Chapin Hall also conducted other planning-phase projects for the Governor's Task Force.

The direction of the Center's work with the Governor's Task Force has been greatly influenced by the backdrop of human services reform in Illinois. On July 1, 1997, a new law that merges most of Illinois' human services functions into a new Department of Human Services (DHS) became effective. DHS's mission is "to assist Illinois residents to achieve self-sufficiency, independence and health to the maximum extent possible by providing integrated family oriented services, promoting prevention, and establishing measurable outcomes, in partnership with community." To achieve this mission, the state needed a clear understanding of how services are currently delivered to individuals and families across agencies and programs. Chapin Hall researchers took the lead and worked in partnership with policy and program staff at all seven state human service agencies to examine the prevalence and patterns of service use in Illinois across approximately thirty-six programs.

To date, researchers have completed point-in-time and retrospective analyses at both the individual and case levels. As the new service delivery system is inaugurated in five pilot sites, Chapin Hall will produce profiles of agency and service use to support these communities' planning needs. With the support of the Annie E. Casey Foundation, Chapin Hall will continue as a member of the Performance Management Team of the DHS Service Delivery Pilots, building on the outcomes and lessons of the planning period to inform state-level reorganization of human services and the work of the community federation projects. Ongoing.

### National Child Welfare Research Center

*Robert Goerge, Harold Richman, Susan Campbell*

In 1990, Chapin Hall was designated one of three National Child Welfare Research Centers by the Administration on Children and Families of the U.S. Department of Health and Human Services (HHS). The award was in the form of a five-year grant under which Chapin Hall, in consultation with HHS, could undertake projects of its own design that would advance knowledge, inform policy, and improve practice in child welfare.

Under this grant, Chapin Hall undertook several activities. Researchers further developed the concept of administrative data—the data routinely collected by agencies for administrative purposes, which can be reformulated and analyzed to inform policy and management—and developed a program to train state government analysts in its use. They also explored specific issues in child welfare (see A Study of Adoption Disruption and Displacement in Illinois, p. 19), and undertook a preliminary review of child welfare reform activity at the state level (see Child Welfare Reform: The Big Picture—A State Perspective, p. 8). Other researchers examined the basic constructs in service delivery, including in-home, out-of-home, and community-based care, and the principles driving the child welfare field, and recommended a new set of principles (see Society's Response to Abuse and Neglect, p. 9). Finally, Chapin Hall developed and administered a summer fellowship program that brought students from diverse fields, including medicine, child development, anthropology, law, public policy, and social work, into the Center and into children's policy placements in city, state, and private agencies to enhance the students' interest in children's policy and enrich their training. 1995.

### Brach Leadership Grants

*Harold Richman*

Chapin Hall has long been committed to broadening and deepening understanding of the effect of policy on children and families and creating innovative approaches to service delivery. The Helen V. Brach Foundation has helped to support Chapin Hall in its efforts to provide leadership for the promotion of system reform through projects like the Children's Policy Project and its major publication, *Rethinking Child Welfare in Illinois* (pgs. 10–11). Most recently, the Brach Foundation supported preliminary efforts to assess the effect of welfare reform on children and continued efforts to create a system responsive to children's needs. 1996.

### Scholl Fellows Program in Children's Policy Research

*Susan Campbell, Chapin Hall Staff*

Since 1989, the Dr. Scholl Foundation has promoted the career development of talented young researchers by supporting fellowships for meritorious graduate students who have demonstrated an interest in issues involving children and families and who work at Chapin Hall during their graduate studies. The goal of the program is to develop informed and dedicated leadership in the field of child and family welfare by fostering the development of talented young people who have an interest in child and family policy and who are in the process of shaping their own futures. Each year, two to four fellows engage in research on some of today's most pressing children's issues under the guidance of experienced researchers at Chapin Hall. Ongoing.

### A History of Chapin Hall and Child Welfare from 1860 to 1984

*Susan Campbell*

To document the history of Chapin Hall as a home for children, and to examine the development of the child welfare system in Chicago as well as America's changing attitudes toward child welfare, Kenneth Cmiel, a professor of American history at the University of Iowa, researched the history of Chapin Hall's period as a residential care facility. He focused first on Chapin Hall but also, through Chapin Hall's development, progress, and problems, on the broader field of child welfare over 125 years. The resulting book, *A Home of Another Kind: One Chicago Orphanage and the Tangle of Child Welfare*, has earned high marks from critics. Research for the book was supported by a grant from Charles C. Haffner III, Clarissa H. Chandler, Frances H. Coburn, and Phoebe H. Andrew in memory of their mother, Clarissa Donnelley Haffner, a longtime member of the Chapin Hall's Women Board and an important institutional leader in the 1930s and 1940s. Associated publication listed below. 1995.

#### A Home of Another Kind: One Chicago Orphanage and the Tangle of Child Welfare

*Kenneth Cmiel*

Chapin Hall's dedication to children began in 1860 when it opened its doors as Chicago Nursery and Half-Orphan Asylum, a home for children of single parents who were temporarily unable to care for them. The Asylum, which later became known as Chapin Hall, changed dramatically over the next 125 years as it tried to respond to changing policies, priorities, regulations, and theories of child welfare. In 1984, the board of Chapin Hall decided to redirect its energies and resources to establish a children's policy research center and created the Chapin Hall Center for Children at the University of Chicago. The new center's mission was—and continues to

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be—to provide the knowledge, analyses, and ideas necessary to improve the lives of all children, with a special emphasis on those in the child welfare system.

Published by the University of Chicago Press
11030 Langley Avenue
Chicago, IL 60628
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$24.95

### Chicago Foundation for Women

*Prudence Brown*

The Chicago Foundation for Women provides grants to programs specifically designed to support women and girls. In the fall of 1995, the foundation asked Kingslow Associates, with the assistance of Chapin Hall, to conduct a full-scale evaluation of its grantmaking process and to offer recommendations on ways to improve that process. The evaluation, which took place over the Foundation's fall grantmaking cycle, entailed extensive interviews with staff and grantees and reviews of relevant materials. This process concluded with a report to the Foundation in February, 1996.

### Stone Foundation Grantee Evaluations

*Prudence Brown*

The W. Clement and Jessie V. Stone Foundation provides grants to organizations that address the problem of homelessness in the greater Chicago area. Chapin Hall was asked to assess the performance of two of the Foundation's grantees and, using these assessments, to stimulate a broader discussion of the role of evaluation in the Foundation's grantmaking. 1994.

### The Mott Poverty Program

*Prudence Brown, Harold Richman*

The Charles Stewart Mott Foundation engaged two Chapin Hall researchers over a two-year period to help a Foundation team develop objectives, strategies, and an evaluation framework for the Foundation's new grantmaking initiative, the Poverty Program. 1995.

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## Earlier Projects and Related Publications

### Effects of Teen Motherhood on Children: A Family View

Sponsor: National Institute of Child Health and Human Development, National Opinion Research Center

Staff: P. Lindsay Chase-Lansdale

Year completed: 1992

#### Young African American Multigenerational Families in Poverty: Quality of Mothering and Grandmothering

*P. Lindsay Chase-Lansdale, Jeanne Brooks-Gunn, Elise Zamsky 1991*

A Working Paper published by the Center for the Study of Urban Inequality, Irving B. Harris Graduate School of Public Policy Studies at the University of Chicago

The authors examined parenting practices, with regard to problem solving and disciplinary styles, in ninty-nine young low-income African American multigenerational families. They conducted in-home observations of grandmothers and young mothers interacting separately with three-year-old children. Studying the behavior of African American families in harsh social contexts, the researchers considered the role of kin, shared childrearing between mothers and grandmothers, coresidence, and adolescent parenthood. They found no effect of mothers' age at first birth on parenting. Further, grandmothers' coresidence was found to have a negative impact on both mothers' and grandmothers' parenting. Moreover, the interaction between coresidence and mother's age at first birth indicated that multigenerational families most likely to provide positive parenting were those in which older mothers did not reside with the grandmother. Yet, in families with very young mothers, coresiding grandmothers showed higher quality of parenting than grandmothers who did not reside with the young family.

#### Young Mothers Living with Grandmothers and Living Apart: How Neighborhood and Household Contexts Relate to Multigenerational Coresidence in African American Families

*Rachel Gordon, P. Lindsay Chase-Lansdale, Jennifer Matjasko, Jeanne Brooks-Gunn 1997*

Published in *Applied Developmental Science*, vol. 1, no. 2, 1997

Although young mothers frequently share a household with their own mothers, the factors that encourage them to do so while others venture out on their own are little understood. This article explores how neighborhood and household context relate to multigenerational coresidence. The authors found that the living arrangements of young mothers are associated with resources and competition in the neighborhood and household context. When the grandmother resides in an extremely impoverished context, young adult mothers are less likely to coreside and tend to live in better surroundings themselves. Teenage mothers, however, tend to have greater dependence on the grandmother's coresidential support during the transition to parenthood. The authors discuss the implications of their findings for both policy and research.

### Study of Commissions

Sponsor: Ford Foundation
Staff: Joan Wynn
Year Completed: 1991

### Improving the Coordination of Grant Making and Leadership Activities for Children in Oregon

Sponsor: Oregon Community Foundation
Staff: Matthew Stagner, Harold Richman
Year Completed: 1991

### Study of Children and Social Service

Sponsor: National Opinion Research Center
Staff: Mary Ann Hartnett
Year Completed: 1991

### Effects of Maternal Employment on Child Development: Impacts of the NLS

Sponsor: William T. Grant Foundation
Staff: P. Lindsay Chase-Lansdale, Robert Michael
Year Completed: 1991

### Marillac House: A Sustaining Presence on Chicago's West Side

Sponsor: Chicago Community Trust
Staff: Joan Costello
Year Completed: 1989

### An Agency and Its Community: A Settlement House Looks to the Future on Chicago's West Side

*Joan Costello 1991*
CB-15 $5.00

In order to understand the capital needs of Marillac House, a prominent social service agency, this study reviewed and documented the agency's history, program commitments, and future needs at a time when the agency was considering expansion. The author also examined the community's point of view and explored how expansion might affect the community, and identified ways in which the development plan might stimulate other development efforts in the neighborhood.

### Creating a Forum for Children's Issues

Sponsor: Robert R. McCormick Tribune Foundation
Staff: Joan Costello
Year Completed: 1988

### Foundation Leadership in Affecting Poverty

Sponsor: Ford Foundation
Staff: Harold Richman, Joan Wynn, Matthew Stagner
Year Completed: 1987

### Norm Emergence in Population of Evolving Strategies

Sponsor: National Science Foundation
Staff: James S. Coleman
Year Completed: 1987

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